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55 LAGUNA MIXED USE PROJECT

Draft Environmental Impact Report

Planning Department Case No. 2004.0773E
State Clearing House No. 2005062084

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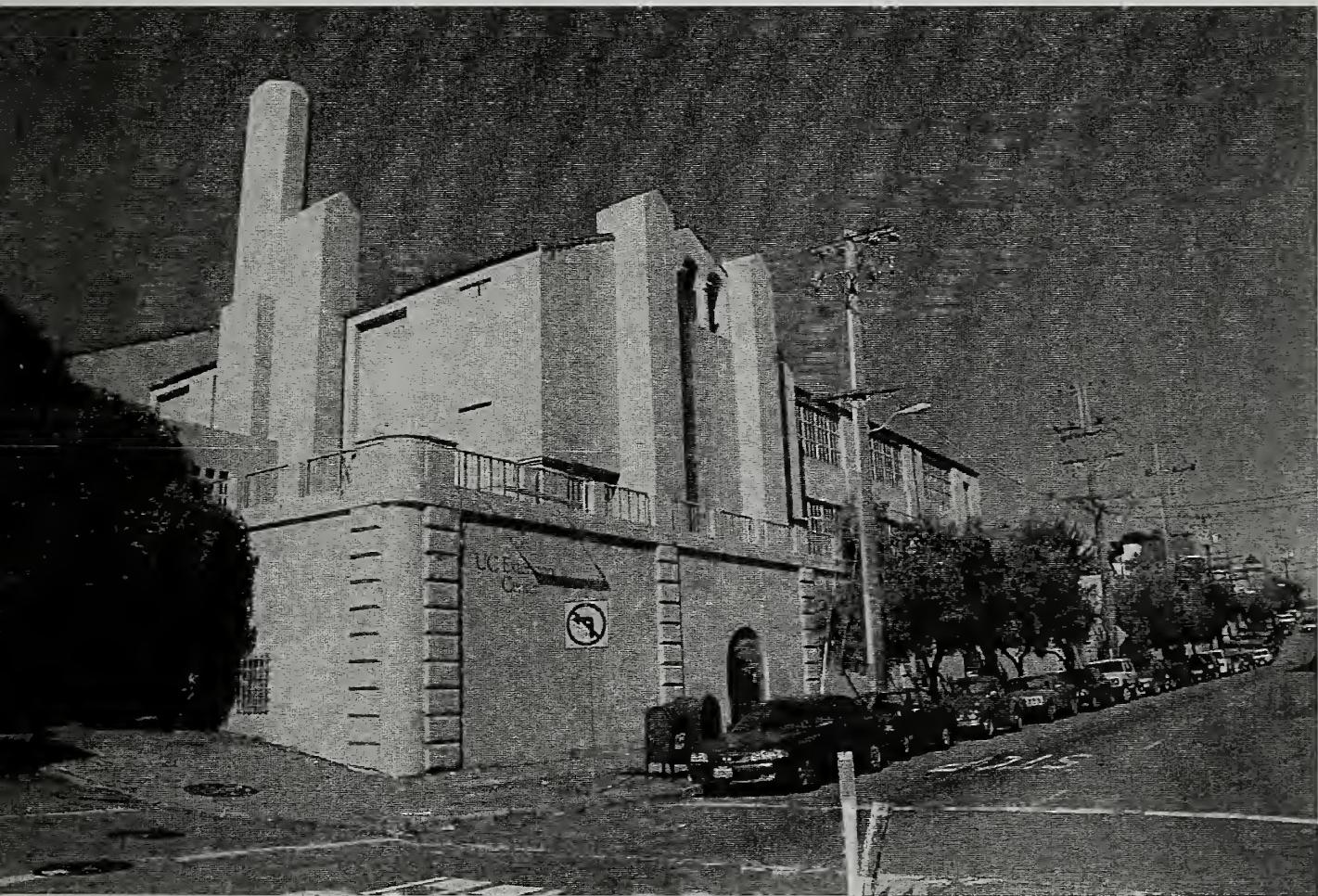
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Draft EIR Publication Date: January 27, 2007

Draft EIR Public Hearing Date: March 8, 2007

Draft EIR Public Comment Period: March 12, 2007





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DATE: January 27, 2007

TO: Distribution List for the 55 Laguna Mixed Use Project EIR

FROM: Paul Maltzer, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the 55 Laguna Mixed Use Project
(Case No. 2004.0773E)

This is the Draft of the Environmental Impact Report (EIR) for the 55 Laguna Mixed Use Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document entitled "Comments and Responses," which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments, along with copies of the letters received and a transcript of the public hearing. The Comments and Responses document may also specify changes to this Draft EIR. Public agencies and members of the public who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR, together with the Comments and Responses document, will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Comments and Responses document have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR, in Adobe Acrobat format on a compact disk (CD), to private individuals only if they request them. Therefore, if you would like a copy of the Final EIR, please fill out and mail the postcard provided inside the back cover to the Major Environmental Analysis division of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy.

Thank you for your interest in this project.

55 LAGUNA MIXED USE PROJECT

Draft Environmental Impact Report

Planning Department Case No. 2004.0773E

State Clearing House No. 2005062084

Draft EIR Publication Date: January 27, 2007

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CHAPTER I

Summary

This chapter is a summary of the findings of the Draft Environmental Impact Report (EIR) prepared by the San Francisco Planning Department for the 55 Laguna Mixed Use Project. This chapter includes mitigation and improvement measures to reduce or avoid potentially significant impacts of the proposed project, and presents alternatives to the proposed project.

A. Project Description

Project setting

The 5.8-acre project site is located north of Market Street on two city blocks (Block 857, Lots 1 and 1a; and Block 870, Lots 1, 2, and 3) bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west in the Hayes Valley neighborhood of San Francisco at the former University of California Berkeley Extension Campus. The project site is within the P (Public) Zoning District, and the 80-B and 40-X Height and Bulk Districts. The land owner is the Regents of the University of California, who propose to ground lease the project site to the project sponsors, A.F. Evans Development, Inc. and openhouse.

The project site slopes steeply from the northwest to the southeast, generally from an elevation of about 170 feet above sea level (asl) at the corner of Buchanan and Haight Streets, to an elevation of about 90 feet asl at the corner of Hermann and Laguna Streets, for a total elevation change of about 80 feet. The site is terraced into two areas forming the upper and lower parking lots; the upper terrace which parallels Buchanan Street, and the lower terrace which parallels Laguna Street.

The site contains five existing buildings totaling about 120,000 square feet (sq. ft.), four of which were used until 2003 by the University of California (UC) – Berkeley as an extension campus and by the French-American International School (FAIS). These unoccupied buildings include Woods Hall, Woods Hall Annex, Richardson Hall, and Middle Hall. The fifth building, located on the southwestern corner of the site at the intersection of Hermann and Buchanan Streets, is a two story dental clinic approximately 18,000 sq. ft. in size that is currently occupied by the University of California San Francisco (UCSF) Dental School.

The four buildings other than the UCSF dental clinic were constructed between 1924 and 1935 and generally exhibit the Spanish Colonial Revival style of architecture. The dental clinic, a two-story building, was constructed in the 1970s, and is still in use. The remainder of the site is

occupied by 278 off-street parking spaces contained in three lots on two terraced levels. The upper lot provides parking for the UCSF dental clinic, while the two lower level lots provide daytime parking for UCSF employees who work at other UCSF locations off-site.

The project site is surrounded primarily by residential and institutional land uses. Multi-family residential buildings ranging from two to seven stories in height and single-family attached row houses ranging from two to three stories in height are the predominant uses on the streets immediately surrounding the project site. Institutional uses in the immediate vicinity include the Walden House Adolescent Facility, located along Haight Street across from Woods Hall Annex, the University of California San Francisco AIDS Health Project building, located to the east of the project site on Laguna Street across from Richardson Hall, and the U.S. Mint, which sits atop a rocky promontory at the intersection of Buchanan and Hermann Streets to the northwest of the project site. Commercial uses in the project vicinity primarily occur along Market Street, about half a block from the southeastern corner of the project site.

Project Characteristics

The project sponsors, AF Evans Development, Inc. and openhouse, propose to construct a mixed-use development at the site. The proposed project would include approximately 430,800 sq. ft. of residential space, up to 5,000 occupied sq. ft. of retail space, approximately 10,000 sq. ft. of community facility space, and approximately 127,360 sq. ft. of parking in seven new buildings and four underground garages on the project site. A total of up to 450 residential units would be constructed in seven new buildings and three rehabilitated buildings (Woods Hall, Woods Hall Annex, and Richardson Hall). The total number of residential units would include 85 units of senior housing targeted to the lesbian, gay, bisexual, and transgender (LGBT) senior community ("openhouse") in one building with approximately 66 studios and one bedroom units, and 19 two-bedroom units. The proposed 365 units on the remainder of the project site would include approximately 304 studio and one bedroom units and 61 two and three bedroom units. Not less than 15 percent of all units would be reserved for low or moderate income households, in compliance with the City's Affordable Housing Program (Planning Code Section 315, *et. seq.*, as amended in August 2006). Ground-floor retail would be located at the corner of Laguna and Hermann Streets in the ground floor (Laguna Street) level of the renovated Richardson Hall. The community space would be located in the existing Richardson Hall auditorium and the second floor of the East Wing of Richardson Hall.

Six of the proposed seven new buildings would be four stories or approximately 40 to 50 feet in height, while the seventh building (henceforth called the openhouse building), would be eight stories or approximately 85 feet in height. The openhouse building would be located at the intersection of Laguna and Waller Streets and extend into the middle of the site. This building would be operated by openhouse, an organization serving the needs of the lesbian, gay, bisexual, and transgender (LGBT) senior population. Openhouse would also provide social, educational, and health services to the LGBT senior community, including both residents of the openhouse building and others not residing on-site from space on the ground floor of the openhouse building and in the ground floor level of Richardson Hall.

According to the project sponsor, all new buildings would be designed to complement the architectural character of the existing buildings and the surrounding neighborhood, and the variation of building heights is intended to relate to the size and scale of other buildings in the Hayes Valley neighborhood and to take into consideration the existing topography. The project would also include new landscaping as well as several types of open space. Private and common open spaces would be provided through patios, decks and porches at individual units and courtyards within the U-shaped entrances of the proposed buildings. The project site would also offer a privately owned though publicly accessible open space extending from the upper terrace at the intersection of Waller and Buchanan Streets through the site to the corner of Waller and Laguna Streets, effectively re-introducing Waller Street through the site as publicly accessible open space (henceforth referred to as Waller Park). The two new interior streets (Micah Way and Lindhardt Lane) would also be privately owned though publicly accessible through the site. Other privately owned though publicly accessible open spaces would be behind Woods Hall, as well as a widened sidewalk area for retail frontage at the corner of Laguna and Hermann Streets. Upper Waller Park would include a large lawn area, a storm water runoff basin and fountain, benches, and trees and would take advantage of the steep slope of the project site by providing a scenic overlook with views of the Bay and downtown San Francisco. Lower Waller Park would include hardscape and softscape areas with trees, benches, grassy areas and potentially built-in seating on the slope, overlooking the end of Waller Park. Street trees would be planted along all four exterior streets as well as along all internal streets. The project would include landscaping throughout in the form of trees and shrubs. A large Canary Palm behind Woods Hall, called the "Sacred Palm" by former San Francisco State students, and one other large palm tree would be boxed, stored during construction and replanted in upper Waller Park after construction. A new approximately 2,000 sq. ft. community garden accessible to the public would be provided at the north end of Lindhardt Lane behind Woods Hall.

The rehabilitation of Woods Hall, Woods Hall Annex, and most of Richardson Hall would be primarily restricted to the interior of these buildings, without substantial alterations to their exterior facades or rooflines, with the possible exception of new entrances from the interior courtyards and new windows in Woods Hall and/or Woods Hall Annex on the façade facing Haight Street. The portion of Richardson Hall that is located along Laguna Street, containing the existing auditorium space, and a retaining wall along Laguna Street would be renovated to accommodate the proposed program including community use of the auditorium and ground-floor retail space at the corner of Laguna and Hermann Streets. The retail spaces would be accessible through new openings created in the existing retaining wall. The sidewalk at the intersection of Laguna and Hermann Streets would also be widened in this location.

A portion of Richardson Hall which includes the single-story administration wing facing Laguna Street near Waller Street would be demolished to accommodate the proposed openhouse building, which would be separated from the remaining portions of Richardson Hall by a staircase and breezeway. Middle Hall would be demolished to accommodate a proposed residential building fronting Buchanan Street, and stepping down the interior slope of the site. The existing retaining wall along Laguna Street between Waller and Haight Streets would also be demolished to accommodate a new residential building facing Laguna Street. The approximately 18,000-square-

foot UCSF dental clinic would remain unaltered in its current location at the corner of Hermann and Buchanan Streets and would continue to operate as a dental clinic. Parking spaces for the clinic (now in a surface lot) would be relocated to below-grade parking.

The project would provide a total of approximately 352 on-site parking spaces,¹ of which 334 spaces would be located in four below-grade parking garages between one to three levels deep, and approximately 18 spaces would be on-street parallel parking spaces provided along the two new interior streets through the project site (Micah Way and Lindhardt Lane). The four parking garages and surface spaces would include approximately 10 spaces for car share organizations, 22 handicapped accessible spaces, and 51 spaces for the exclusive use of the dental clinic (15 on-street spaces and 36 off-street spaces in a separate underground garage next to the dental clinic). Of the approximately 18 on-street parallel parking spaces, 15 would be for the use of the dental clinic during the day and for the residents at night; the remaining three spaces would be for residential uses only. The residential parking spaces would include car storage opportunities for residents who own cars but would only use them occasionally. Parking fees would be charged to residents who choose to store their car on site, but would not be charged to those who do not have a car, nor would the parking fees be included in the residents' base rental payments. About 104 secure, on-site bike parking spaces would be available throughout the site for use by residents, and additional sidewalk bicycle racks would be available for visitor bicycle parking.

The primary vehicular entrance into the site would be along Laguna Street at Waller Street in the location of the current entrance to the former UC Extension Campus. A new interior private drive court would be constructed at the former Waller Street right-of-way, just west of Laguna Street, to provide a vehicular access point to the large below-grade parking garage. Pedestrians would be able to walk through the length of the former Waller Street right-of-way to reach Buchanan Street via the proposed Waller Park improvements detailed above. The proposed new north-south street within the project site, Micah Way, would be a two-way interior private street providing vehicle ingress and egress onto the site from Laguna Street at the approximate midpoint between Haight and Waller Streets. The proposed new east-west street, Lindhart Lane, would also be a two-way interior private street providing vehicle ingress from and egress onto the site from Hermann Street; vehicles exiting onto Hermann Street would be restricted to a right turn only, enforced through the use of signage. Micah Way and Lindhart Lane would provide direct access to three parking garages on the site as well as to at-grade parallel parking spaces along these new interior streets.

The project would require a change in the zoning district from P (Public) to (1) either RTO (Residential-Transit Oriented) and NCT-3 (Neighborhood Commercial Transit Moderate Scale Mixed-Use), new zoning classifications proposed for the vicinity of the project in the draft Market-Octavia Area Plan or (2) should the new Market-Octavia Area Plan zoning classifications not be adopted prior to project approval, to a Mixed-Use Special Use District incorporating the major provisions of the proposed RTO and NCT-3 zoning classifications. The dental clinic would remain in a P zoning district. The project would also require an adjustment in the height and bulk

¹ Note that the number of parking spaces has increased by 67 parking spaces compared with the project description provided in the Initial Study, published on May 6, 2006 (see Appendix A).

designations of the site from 40-X and 80-B to 40-X, 50-X and 85-X. The proposed project would also require an amendment to the *San Francisco General Plan* to allow the change from a public/institutional use designation to residential mixed-use designations, and to allow an increase in building heights. No other zoning changes would be required.

The project site is within the boundaries of the draft Market and Octavia Area Plan (Plan) which proposes to maintain the existing P zoning and existing 40-X and 80-B height and bulk limits on the project site until the project is evaluated pursuant to this EIR. The Plan calls for reuse of UC Berkeley Laguna Campus to balance the provision of housing (especially affordable housing) with land for public uses and reintegration of the site within the neighborhood. The Market and Octavia Plan has not been finalized or adopted, although the Plan is going through environmental review and it is expected to be adopted in early 2007.

Project construction would occur in three overlapping phases, spanning from early 2008 to early 2011, lasting approximately 36 months. The project site is expected to be fully occupied by 2013. The proposed project would excavate to a depth of between 12 to 20 feet for the construction of the underground parking garages and would remove approximately 40,000 cubic yards of soil. The proposed buildings would be constructed on a concrete mat foundation that would not require pile driving but may require rock hammering. Most construction materials, storage, and construction worker parking would be provided on-site.

B. Main Environmental Effects

Land Use, Plans, and Policies (P. III.A-1)

This section presents a discussion of existing land uses and zoning at the project site and vicinity and describes how the proposed project could change the physical arrangement of land uses on the project site, to the extent that such changes have an adverse impact on the character of the site's vicinity. In addition, the proposed zoning change from the site's existing P (Public) Use District to the project's proposed RTO (Residential Transit Oriented) and NCT-3 (Neighborhood Commercial Transit Moderate Scale Mixed-Use) Use Districts or a Mixed-Use Special Use District is analyzed in this section to the extent that the proposed rezoning could result in significant adverse physical land use changes at the site or in its vicinity.

Existing land uses on the project site includes five existing buildings totaling about 120,000 square feet (sf), four of which were used by the University of California, Berkeley as an extension campus and by the French-American International School (FAIS) until 2003. Four of the five buildings, including Woods Hall, Woods Hall Annex, Richardson Hall, and Middle Hall, are currently unoccupied. The fifth building is a two story dental clinic approximately 18,000 square feet in size that is currently occupied by the University of California San Francisco (UCSF) Dental School. The remainder of the site is occupied by 278 off-street parking spaces contained in three lots; one lot on the upper terrace is accessed from Buchanan Street and is located between the dental clinic and Woods and Middle Halls, and the other two lots on the lower terrace are accessed from Laguna Street and are located between Richardson Hall and

Woods Hall Annex. These lots currently provide daytime parking for University of California San Francisco and CPMC Davies employees who work at other locations off-site.

Multi-family residential buildings ranging from two to seven stories in height and single-family attached row houses ranging from two to three stories in height are the predominant uses on the streets immediately surrounding the project site. Institutional uses are also located in the immediate project vicinity. Commercial uses in the project vicinity primarily occur along Market Street, about half a block from the southeastern corner of the project site.

The project site is in a P (Public) District and an 80-B and a 40-X Height and Bulk District. A P district is applicable to land owned by a governmental agency that is in some form of public use, including open space. Principal permitted uses in P districts include structures and uses of the City and County of San Francisco as well as other governmental agencies, including accessory nonpublic uses, when in conformity with the General Plan and the provisions of other applicable codes, ordinances, and regulations (Planning Code Section 234.1[b]). Certain uses are conditionally permitted in a P District, such as schools, childcare, social services, religious institutions, parking, open recreation and horticulture, and public facilities and utilities. Residential uses are not permitted in P districts except for dormitories or other housing owned and operated by a permitted governmental, educational, or religious institution. As the proposed mixed use project would not be permitted in a P district, the project applicant proposes to seek rezoning of most of the project site from P to both RTO and NCT-3 or to a Mixed-Use Special Use District to accommodate the project's proposed uses (the dental clinic site would not require an amendment to the plan or a rezoning, as this area would remain within its current P zoning district designation).

The proposed project would alter the site's institutional character, consisting of relatively low-density development and large areas of surface parking, by transforming it to allow for moderate density residential uses up to 450 units, community-serving space, ground-floor retail use, parking, and open space. In order to accommodate the project's proposed mix of uses, Middle Hall and the Administration Wing of Richardson Hall would be demolished, and the remainder of Richardson Hall, Woods Hall and the Woods Hall Annex would be adaptively reused, primarily for housing. All of the site's existing, surface parking lots would be replaced with new, in-fill housing. The project would construct seven new buildings, two of which would front on the site's Buchanan Street frontage, two along the site's Laguna Street frontage, and the remaining three fronting internal portions of the site.

The project would reestablish Waller Street as a publicly accessible pedestrian street that would create distinct northern and southern portions of the project block. Waller Street would run through the central portion of the site and would divide it roughly in half; Waller Street would break down the project site to blocks similar in size to the city blocks surrounding it. The proposed internal streets of Lindhardt Lane and Micah Way would additionally break down the project site into smaller residential blocks, allowing further penetration of the site by pedestrians and vehicles. Along its western frontage, the project would construct Waller Park, a publicly accessible open space that would provide a landscaped turf area lined with public seating. A stairway would lead down from the park's scenic overlook to the newly-established eastern stub of Waller Street.

The proposed project would generally reflect, and be compatible with, the surrounding neighborhood's existing medium-density residential land uses. Similar to the existing land use pattern, the proposed project would locate taller buildings nearer Market Street and shorter buildings closer to the lower-scale residential uses along the site's Haight, Hermann, and Buchanan Street frontages. Project buildings would be three to eight stories in height. New buildings along Buchanan Street would be four stories in height, while new buildings along Laguna Street would range from four to eight stories. New buildings on the interior of the site would be four stories in height. The tallest building, at eight stories or a maximum of 85 feet in height, would be the proposed openhouse building. This building would be located at the intersection of Waller and Laguna Streets near the site's southeast corner, and about 300 feet from Market Street. The height and bulk of this building would be substantially greater than the predominantly three-story residential buildings in the project vicinity, but would be generally similar in size to the seven-story (80 feet tall), multi-family apartment buildings at 1900 Market Street, and 16 and 50 Laguna Street. The proposed four story buildings on the project site would be approximately one story higher than the predominately three-story buildings along the site's perimeter streets, such as Buchanan, Haight, and Laguna Streets. Building heights on the project site would generally conform to the site's slope by stepping down the hill to reveal the site's natural topography.

The proposed inclusion of the openhouse building, specifically targeted for LGBT seniors, would be a compatible with the surrounding neighborhood's residential uses, as well as with the community-serving uses of the LGBT Community Center, located approximately one-half block from the project site.

The proposed project would require a change in the zoning district from P (Public) to RTO (Residential Transit-Oriented) and NCT-3 (Neighborhood Commercial Transit Moderate Scale Mixed-Use), new zoning classifications for the vicinity proposed by the Draft Market and Octavia Neighborhood Plan, except for the dental clinic, which would remain in a P zoning district. Should the new Market-Octavia Area Plan zoning classifications not be adopted prior to project approvals, the project application would seek rezoning of most of the project site to a Mixed-Use Special Use District incorporating the major provisions of the proposed RTO and NCT-3 zoning classifications. Height and bulk designations would also be required to be changed from 40-X and 80-B to 40-X, 50-X, and 85-X. The proposed project would also require an amendment to the *San Francisco General Plan* to allow the change from a public/institutional use designation to a residential mixed-use designation. The rezoning that would occur as part of the project would result in a loss of publicly zoned land at the project site which has been in some form of public use for over 150 years. In its place, the proposed RTO and NCT-3 or Mixed-Use Special Use District zoning classifications would allow for the mix of residential, community facility and commercial retail uses to be developed on the project site, while providing some public accessibility to and through the site (e.g., Waller Park).

This change in zoning would reduce the amount of publicly zoned land in the site's vicinity, eliminating approximately 5.8 acres of P-zoned properties out of about 30 P-zoned acres in the Market & Octavia Neighborhood Plan Area, or about 19 percent. This amount is considered to be

a relatively small loss in light of the amount of P-zoned properties which would continue to be available for public use, including nearby parks (e.g., Koshland Park, Duboce Park, Hayes Green, etc.), and would not be affected by the proposed project.

Public accessibility of the project site is currently limited, given that the project site buildings are vacant and locked, nor does it have useable amounts of open space for public gatherings, given that most of the open space is used for surface parking by UCSF staff only (i.e., no public parking). Public accessibility of the site was also limited during its previous use as a school, except for access by UC and FAIS students, faculty, staff, or during special events. The proposed project would allow a greater degree of public access to the site than exists currently, or had existed previously during its use as a school, considering the publicly accessible Waller Park that would be constructed along Buchanan Street, the proposed reopening of the former Waller Street right-of-way allowing pedestrian travel through the site, and the community garden behind Woods Hall, as well as the proposed 10,000 square feet of community space in Richardson Hall that would provide additional public access to the project site.

The proposed rezoning of the site would allow medium-density residential, community facility, and commercial retail uses that are generally considered to generate fewer physical environmental impacts compared with other, more intensive or institutional-type land uses, which sometimes, but not always, result in greater physical environmental impacts. As the proposed project would not allow land uses that are generally considered to have higher levels of physical environmental impacts, the change in zoning from P to RTO/NCT-3 or a Mixed-Use Special Use District could be viewed by decision-makers as having a less-than-significant impact on the environment.

In summary, the proposed project would alter the site's institutional character including surface parking by providing housing, community facility space, ground-floor commercial retail, parking and open space in a transit-oriented, mixed-use residential neighborhood. Not less than 15 percent of the units would be reserved for low or moderate income households. The project would adaptively reuse some existing buildings as well as construct new buildings at a scale generally consistent with the surrounding neighborhood. Building heights on the project site would be within the range of heights within the surrounding neighborhood. The project would reestablish Waller Street and further integrate the site into the surrounding neighborhood by removing the site's existing retaining wall. The project would also eliminate the site's surface parking use and create usable public open space where there is currently none. Given these changes, it cannot be concluded that the project would have a substantial adverse impact on the existing character of the vicinity, and thus land use impacts would be less than significant.

Visual Quality and Urban Design (P. III.B-1)

This section describes the visual character of the site and the surrounding neighborhood, followed by a discussion of the visual quality and urban design effects of the project in relation to its surroundings. Computer-generated visual massing studies provided in the section illustrate existing and potential conditions within select view corridors from representative public vantage points.

The project site is occupied by five buildings which are generally no taller than two stories (25 to 45 feet) in height,² surface parking, and minimal landscaping. All of the former UC Extension buildings on the site were constructed between 1924 and 1935 as the campus of the San Francisco State Teachers College (now San Francisco State University), and generally exhibit the Spanish Colonial Revival style of architecture with red tile roofs and stucco siding. The Dental Clinic, a two-story building, was constructed in 1973 in a contemporary style of architecture. The project site slopes steeply downward from its highest elevation at the corner of Buchanan and Haight Streets (170 feet above sea level), to its lowest elevation at the corner of Hermann and Laguna Streets (90 feet above sea level), in a northwest to southeast direction. This topography provides some long-distance views to the east from the higher elevations of the site along Buchanan Street.

The visual setting of the project area is varied, reflecting the unique visual characteristics of the project area's topography, street grids, public open spaces, and surrounding Hayes Valley/Upper Market neighborhood. The project area is located in a relatively dense and urbanized portion of central San Francisco. Building size and style vary within this pattern; most are two to three stories in height, however, some residential buildings on the immediate periphery of the project site are seven stories or about 80 feet in height, including four apartment buildings at the corners of Market/ Hermann/Laguna Streets (1900 Market Street/15 Hermann Street), Buchanan and Haight Street (300 Buchanan Street), Buchanan and Hermann Street (78 Buchanan Street), and Laguna and Waller Streets (50 Laguna Street). A mix of older and contemporary residential buildings with ground-floor retail is also prevalent throughout the neighborhood.

The project site is visible primarily from publicly accessible areas immediately adjacent to the project site given the dense, urban character of the vicinity, and the relatively mid-rise character of the buildings on the project site. Only partial views of the project site are available, as intervening buildings and/or topography obscure views of the site as a whole. As such, only portions of the project site can be seen from certain vantage points, and the site cannot generally be viewed in its entirety as a cohesive unit.

In terms of visual character, the proposed project would result in the removal of visual elements with neutral or low aesthetic value, including surface parking lots, remnant landscape elements, blank street-level retaining walls and chain link fencing. The project would replace these elements with new infill mixed-use residential development between four and eight stories in height, while retaining and rehabilitating most of the visually prominent (and potentially historic) structures on the project site. The proposed project would be a continuation of dense and urban visual character currently found in the project area, including those in the Upper Market and Hayes Valley neighborhoods. Although future buildings on the project site would be larger in footprint and taller than many of the existing buildings in the immediate vicinity, increases in building height and mass would not, in themselves, result in a significant adverse change with regard to visual quality. As discussed in the setting section, several mid-rise apartment buildings abut the immediate periphery of the project site, located at 1900 Market Street, 78 and

² Although only two full stories in height, Richardson Hall, at the corner of Laguna and Hermann Streets, is about 45 feet tall due to the sloping topography of the site, the building's high basement level, and high-ceiling interior auditorium space.

300 Buchanan Street, 50 Waller Street, and 16 and 50 Laguna Street. The proposed new construction would be compatible in bulk and scale with these buildings, including the proposed eight-story openhouse building. Street-level uses, especially near the intersection of Market/Laguna/Hermann Streets, would be enlivened with new retail uses and generous amounts of glazing, wider sidewalks, and new street trees, where none currently exist on the project site.

With the retention and rehabilitation of most of the existing buildings, which generally frame the periphery of the project site, and new construction behind and adjacent to these existing buildings, the overall character of the site would appear more intensely developed than under current conditions. However, given the urbanized vicinity, this visual change would not substantially degrade the existing visual character of the area, as the new buildings would be compatible in scale with adjacent and nearby development.

Future building designs would be developed pursuant to the city's General Plan and urban design controls and guidelines imposed by the proposed Market and Octavia Neighborhood Plan. The increase in development density and height on the project site, while noticeable, would not substantially degrade the existing visual character of the site or its surroundings.

In terms of views, implementation of the proposed project could alter existing views from public viewpoints since new residential and mixed-use buildings and new landscaped open space would be developed within the site. Despite the new uses that would be constructed, the proposed project would not have a substantial adverse effect on scenic views or vistas, nor would the project damage important scenic resources. Under project conditions, the majority of views of the project site from primary view corridors would not substantially change from existing conditions.

The most prominent visual change from existing conditions would be the replacement of the single-story Administration Wing of Richardson Hall with the eight-story, 85-foot-tall openhouse building, which would be clearly visible in midrange views of the site, when looking in a northwesterly direction from the intersection of Laguna/Hermann/Market Streets. While larger and taller than the building it would replace, the proposed openhouse building would not substantially degrade or obstruct publicly accessible scenic views. This building would be a visible new silhouette against the sky, but would be minimally intrusive, and generally in scale with other surrounding uses, such as the seven-story apartment complex at the corner of Waller and Laguna Streets immediately opposite Laguna Street from the project site.

As noted above, the topography of the project site slopes steeply downward from its highest elevation at the corner of Buchanan and Haight Streets to its lowest elevation at the corner of Hermann and Laguna Streets. The openhouse building would be constructed along Laguna Street near the site's lowest elevation, with the hill behind it providing a visual backdrop to this taller building when looking in a westerly direction. Other views of proposed four-story residential development would be visible along the peripheral streets of Laguna, Haight, and Buchanan Streets, generally replacing views of parking lots, chain link fencing, or retaining walls at these locations.

Another prominent visual change would be from Buchanan Street looking east, as views of the proposed project, primarily four-story residential uses, would replace views of the upper parking lot and chain link fencing in this area. Views through the project site along the Waller Street right-of-way would continue to be available under project conditions, although with the addition of the publicly accessible Waller Park and associated landscape improvements. Partial easterly views of the First Baptist Church in the distance would continue to be available, as would partial views of the SOMA neighborhood, and framed by new buildings on the project site. Partial long-distance easterly views of the Oakland-Berkeley Hills and Mt. Diablo would continue to be available under project conditions from the Buchanan/Waller intersection, and along other east-west streets that function as view corridors, such as Hermann and Haight Streets, while other long-distance easterly views would be obscured by new construction on the project site, particularly the new residential uses along Buchanan Street. Views through the site would be framed by new residential uses to either side of Waller Park, compared with more panoramic views which are currently available from this area, primarily due to the fact that only surface parking lots exist in this location with no buildings to obstruct these long-range views. The proposed project would intensify development at the site, and would partially obstruct distant views of SOMA and the East Bay from this viewpoint, but would not substantially degrade scenic resources. Moreover, the proposed project would replace foreground views of surface parking with residential development, landscaping, and open space. The project would replace surface parking with infill development that would be generally consistent in scale with the surrounding neighborhood, and on balance, the partial loss of some long-range views, when taken together with replacement of surface parking by a new moderately scaled residential units, landscaping, and a publicly accessible open space, would not be considered significant in a highly urbanized context.

In summary, implementation of the proposed project would result in changes to existing views immediately surrounding the project site boundaries. These changes would occur as a result of changes to land use (different types of buildings would be visible on the project site); changes in building heights (taller buildings would be constructed on the project site compared to existing conditions); and the construction of new buildings on sites currently occupied by surface parking lots. Implementation of the proposed project would not result in a substantial adverse effect on scenic views of the area from public vantage points. Thus, impacts related to views would be considered less than significant.

Implementation of the proposed project would not substantially damage scenic resources, nor substantially degrade the existing visual character of the project site or its surroundings, nor would it generate substantial new light or glare that would adversely affect views or other properties. Thus, impacts to visual quality would be considered less than significant.

Transportation, Circulation and Parking (P. III.C-1)

This section analyses the project's effects on transportation and circulation, including intersection operations, transit demand and impacts on pedestrian and bicycle circulation, parking and freight loading, as well as construction impacts. This section summarizes the transportation study prepared for the proposed project.³

The project would generate about 4,745 new person trips per day, with 3,315 residential-generated person trips and 1,430 retail- and community facility-generated person trips. Of these, about 652 person trips would occur in the p.m. peak hour, with 526 person trips generated by the residential uses and 126 person trips generated by the retail and community facility uses. The project would generate about 206 new p.m. peak-hour vehicle trips. The proposed project would also generate an increase of about 280 transit trips and 112 “other” (walk, bicycle, motorcycle, taxi, etc.) trips in the weekday p.m. peak hour.

All of the study intersections currently operate at level of service (LOS) D or better during the p.m. peak hour for existing conditions. Under existing plus project conditions, the net increase to traffic volumes associated with the project would result in minor delays at the study intersections, but are not expected to change the LOS at any of the study intersections. Therefore, the project would cause no significant traffic impacts.

Under cumulative (2025) traffic conditions, the LOS at all study intersections is expected to operate at LOS D or better under 2025 conditions, except the signalized intersections of Market/Octavia Streets, Market/Church/14th Streets, and Market/Laguna/Hermann/Guerrero Streets, which would operate unsatisfactorily at LOS E. However, the proposed project's traffic contribution to these intersections would not materially affect overall LOS performance at the affected intersections, and would not represent a considerable contribution to 2025 Cumulative Conditions. Therefore, the project would not have a significant cumulative traffic impact at these intersections.

In terms of transit impacts, the proposed project would generate about 280 new transit trips during the p.m. peak hour. Transit trips to and from the project were assigned to the nearby Muni bus lines, including the 6-Parnassus, 7-Haight, and 71-Haight/Noriega, the Muni fixed rail lines including the K, L, M and N, with a portion of these trips assigned to connect to regional transit providers such as Golden Gate Transit, BART, Golden Gate Ferry Service, AC Transit, SamTrans, and Caltrain. The addition of the project-generated trips would not substantially increase the peak-hour capacity utilization of bus lines within a quarter mile radius of the project site (for the north/south, east/west and Market Street corridors). The capacity utilization for all three line groups would remain similar to those under existing conditions (i.e., would increase by no more than two percent), and in general would operate with available capacity to accommodate additional passengers. As such, the proposed project would have no significant impact on transit service.

³ Wilbur Smith Associates, *55 Laguna Street – Transportation Study*, April 14, 2006, with parking analysis amendments. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0773E.

In terms of parking impacts, the project would provide a total of 352 parking spaces, including 301 spaces available for the proposed residential uses, and 51 spaces reserved for the existing dental clinic. Of the 301 spaces, 10 spaces would be designated for car share organizations and 22 spaces would be handicapped-accessible spaces. The estimated peak parking demand would exceed the 301 spaces that the project would provide (an unmet midday demand of 65 spaces, and an unmet evening demand of 143 spaces).⁴ The project's unmet demand would increase the project area's parking occupancy during the weekday midday from the current 86 percent to 90 percent. During evening hours, public on-street parking in the study area is currently about 93 percent of capacity, with about 110 spaces available to accommodate additional demand. As a result, not all of the evening unmet demand would be accommodated in the immediate vicinity of this site, and drivers of about 33 vehicles would have to find parking elsewhere or resort to other travel mode alternatives.

Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. As such, San Francisco does not consider parking supply as part of the permanent physical environment, and parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact. (CEQA Guidelines § 15131(a).) The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is an environmental impact, there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular, would be in keeping with the City's "Transit First" policy. As a result, the proposed project's unmet evening demand for parking would not be considered a significant impact on the environment.

In terms of pedestrian impacts, the project is expected to generate new pedestrian traffic in the area. In addition, project-generated transit trips would begin as pedestrian trips traveling to the appropriate transit stop. Existing pedestrian volumes were observed to be low operating at free-flow conditions during the weekday PM peak period. New pedestrian trips generated by the project would be accommodated on the existing sidewalks and crosswalks adjacent to the project and would not substantially affect current pedestrian conditions. Therefore, the project's impacts to the pedestrian network would be less than significant.

⁴ Based on the *Market & Octavia Plan EIR Transportation Study*, due to parking supply constraints in the local area, parking demand rates may be somewhat lower as compared to the standard rates assumed in the 2002 *Transportation Guidelines*.

In terms of bicycle impacts, the project would be required to provide about 104 bicycle parking spaces per Code requirements. Though bicycle storage facilities have not yet been completely designed, it is anticipated that about 104 bicycle parking spaces would be provided throughout the project site within each of the garages, and would therefore meet this Code requirement. The project would provide adequate bicycle parking and would not interfere with existing bicycle facilities and/or plans. The project's impact to bicycle circulation would be less than significant.

In terms of freight loading and service impacts, the project would be required to provide a total of three off - street loading spaces. The project proposes one off-street loading space for the senior housing use in a loading dock located in the underground garage with access from Laguna Street. The project sponsor would seek an exception for the other two off - street loading requirements and would instead seek up to three on-street (curb) loading spaces from the Department of Parking and Traffic. The project would generate a loading/service demand of about 15 trucks per day, includes mail delivery, maintenance, deliveries, and move-in/move-out activities. These daily truck trips correspond to an average demand for less than one loading space during both an average and peak hour of loading activities. It is anticipated that most of deliveries would occur between normal business hours, 8:00 AM to 5:00 PM. The provision of three on-street loading spaces rather than two off-street spaces at a single location would meet the project's expected loading, service, and delivery needs. As such, the project would have a less than significant impact on loading and service access.

In terms of construction traffic impacts, the maximum number of workers at the height of construction is anticipated to be approximately 185 on-site personnel. Temporary parking demand for construction workers' vehicles (expected to be accommodated on the project site) and impacts on local intersections from construction worker traffic would occur in proportion to the number of construction workers who would use automobiles. It is anticipated that construction-related trucks would access the project site via the established truck route on Fell Street, which would be accessed to and from U.S. 101 and I-80 via the Market/Octavia on- and off-ramps. Haul routes would be subject to the City's approval. It is anticipated that no regular travel lanes or Muni bus stops would need to be closed or relocated during the construction duration. Construction-related impacts to transportation, circulation, and parking would be temporary and would be a less-than-significant impact.

Air Quality (P. III.D-1)

This section discusses the potential impacts of the proposed project on the local and regional air quality, primarily due to increased motor vehicle trips to and from the project site. Construction-phase air emissions were determined in the Initial Study to be less than significant (see Appendix A), and are therefore not discussed in the Air Quality section of the EIR.

To evaluate operational-phase emissions, the Bay Area Air Quality Management District (BAAQMD) recommends that local agencies use the threshold of 80 pounds per day to identify significant increases in emissions of reactive organic compound (ROG), nitrous oxide (NO_x), particulate matter greater than 10 microns in size (PM-10), or 550 pounds per day of carbon monoxide (CO) from individual development projects. An exceedance of any pollutant would be

considered a significant impact. BAAQMD also recommends that cumulative air quality effects be discussed with reference to the consistency of a project to the regional Clean Air Plan.

The project would result in an increase in criteria air pollutant emissions from a variety of emissions sources, including stationary sources (e.g., water heaters and landscape maintenance) and mobile on-road sources (e.g., automobile and truck trips). The proposed project would result in approximately 1,480 new vehicle trips per day by 2013. However, project-related mobile emissions in the year 2013 would not exceed the 80 lb significance thresholds for NOx, PM-10, ROG, or the 550 lb significance threshold for CO (determined to be 17.8 lbs. 16.5 lbs., 35.2 lbs., and 258.6 lbs., respectively). Therefore, the operational impact of project emissions from increase in vehicular trips and area sources of the project would be less than significant.

The project-related traffic was also analyzed for potentially creating areas with high concentrations of carbon monoxide concentrations around stagnation points such as major intersections and heavily traveled and congested roadways. To evaluate “hot spot” potential, a microscale impact analysis was conducted adjacent to four intersections in the vicinity of the project site most impacted by project traffic. The intersections chosen were based on their level of service and the percentage contribution of project traffic. The analysis demonstrated that no exceedances of CO would occur in the vicinity of all four analyzed intersections under any of the traffic scenarios (existing, existing plus project, and cumulative). Therefore, the effect of the project on local carbon monoxide standards would be less than significant both at the project specific level and in the 2025 cumulative scenario.

In 2005, the California Air Resources Board (ARB) published its Air Quality and Land Use Handbook. Based on studies that show health risk from traffic generated pollutants evident within 500 feet of major roadways (particularly for downwind receptors), and that exposure to traffic-generated pollutants—particularly diesel particulate—is greatly reduced at approximately 300 feet. ARB recommends in the Handbook that local agencies avoid siting new sensitive land uses within 500 feet of a freeway [or] urban roads with more than 100,000 vehicles/day. The project would be located over 500 feet west of both Octavia Boulevard and the Highway 101 freeway ramps (which have the capacity for more than 100,000 vehicles/day), and is upwind from both the boulevard and the ramps during prevailing west and northwest winds. Therefore, it is not anticipated that residents of the proposed project would be adversely affected by diesel particulate emissions from the Octavia Boulevard or the Highway 101 freeway ramps, and the project would not result in a significant effect with regards to the diesel-related health impacts.

In terms of cumulative air quality impacts, the BAAQMD recommends that a consistency determination be made between the project and the District’s *2005 Ozone Strategy*, which is based on ABAG population projections for San Francisco. The *2005 Ozone Strategy* assumes a greater level of development than currently forecast by the Planning Department. Therefore, upon implementation of the *2005 Ozone Strategy*, development in San Francisco, including the proposed project, would be within the growth projections forecast by the plan. As such, the proposed project would have a less-than-significant impact on cumulative air quality in the Bay Area.

Historic Architectural Resources (P. III.E-1)

This section evaluates the potential impacts on historical architectural resources that could result from the proposed project. A summary of the site's history and the findings of effect use information from a technical historical resources study prepared by Page & Turnbull for the project site in 2005,⁵ as well as a memorandum from the Planning Department's technical specialist.⁶

The project site has been in some form of public use for over 150 years, for such uses as a Protestant Orphan Asylum (1854 – 1867); the State Normal School (1867-1899); San Francisco State Normal School (1899-1921); San Francisco State Teacher's College (1921-1935) San Francisco State College (1935-1957); the University of California, Berkeley, Extension Center, San Francisco (1957-2002); and FAIS (1973-2003).

The four oldest buildings on the project site were constructed between 1924 and 1935 during the site's use as the San Francisco State Teacher's College, and generally exhibit the Spanish-Colonial Revival style of architecture. These include Middle Hall and the Administration Wing of Richardson Hall (formerly known as the Kindergarten Training Building, both constructed in 1924), Woods Hall (1927), Richardson Hall (1930) and Woods Hall Annex (1935). The first three buildings were designed by State Architect George B. McDougall and his staff at the Department of Public Works. Richardson Hall was designed by W.B. Daniels at the Department of Public Works, and Wood Hall Annex was built with assistance from the Works Progress Administration (WPA). An interior mural was added to northern wall of the eastern staircase of Woods Hall in 1936 by artist Reuben Kadish, which still exists today. By 1957, San Francisco State College moved its facilities to a new campus at Lake Merced, and the site was acquired by Regents of the University of California for use as an extension campus. Many of the building's interiors were altered at this time to accommodate the new academic uses, and the site was terraced to provide surface parking lots where numerous older wood frame buildings had once stood. The University of California added only one building to the campus, the Dental Clinic, in 1973.

The project site buildings and the campus as a whole were evaluated for their potential historical significance under the California Register of Historic Resources (CRHR) criteria. Page & Turnbull and a Planning Department preservation technical specialist found that Richardson Hall, Woods Hall, and Woods Hall Annex are individually significant for listing in the CRHR under Criterion 1 (Events) and Criterion 3 (Architecture). Under Criterion 1, the campus and individual buildings are representative of broad patterns of events relating to the history of state normal schools in California. Additionally, Woods Hall Annex is significant under Criterion 1 as an example of an early WPA project in San Francisco. Under Criterion 3, the campus and individual buildings are architecturally significant because they embody the characteristics of the Spanish Colonial Revival architectural style and are the work of a master architect, State Architect George B. McDougal. The Planning Department also determined that the campus comprises a

⁵ Page & Turnbull, Inc., *U.C.B Laguna Extension Campus Historic Resource Study* (December, 2005). Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0773E.

⁶ San Francisco Planning Department, Memorandum: *Historic Resource Evaluation Response*, from Mark Luellen to Rana Ahmadi, May 25, 2006.

potential historic district, and that Richardson Hall, Woods Hall, Woods Hall Annex, and Middle Hall are contributors to that district, as are the extant landscape features from the period of significance (1921 to 1955), including the concrete retaining wall facing Laguna Street. In summary, all buildings on the project site which include Richardson Hall, Woods Hall, and Woods Hall Annex, and Middle Hall qualify as ‘historical resources’ for CEQA purposes, despite varying levels of physical integrity. These buildings, as well as remnant landscape features dating from 1921 – 1955 and the retaining wall along Laguna and Haight Streets, would contribute to a potential campus historic district that also qualifies as a ‘historical resource’ for CEQA purposes. The existing parking lots and associated landscaping would not contribute to a potential campus historic district, and therefore would not qualify as ‘historical resources’ for CEQA purposes. Finally, the Dental Clinic would not qualify as a ‘historical resource’ for CEQA purposes.

The proposed project would demolish the one-story Administration Wing of Richardson Hall and a small structure that connects to the Auditorium Wing of Richardson Hall, replacing it with the proposed eight-story openhouse building intended to serve the LGBT senior community. Richardson Hall as a whole, including the Administration Wing and the connector structure, appears individually eligible for listing in the California Register, and would be a contributor to a potential campus historic district despite the varying integrity of its constituent parts. The demolition of the Administration Wing and connecting structure would cause a substantial adverse change to a historic resource because it would eliminate significant, character-defining features of the building, such as the exterior stucco walls, clay tile roof, windows, and tile window surrounds. The demolition of these portions of Richardson Hall would alter the building’s overall historical significance, particularly since the Administration Wing (the former San Francisco State Teacher’s College Kindergarten Training Building) would be demolished and replaced with new construction. Therefore, the partial demolition of Richardson Hall would cause a significant adverse impact to a historic resource.

The proposed project would demolish all of Middle Hall and replace it with new residential units approximately 40 feet in height that would step down the sloped terrain in this location. Although Middle Hall was found to have some degree of compromised integrity due to later additions, the Planning Department found that the building retains enough of the character-defining features of the Spanish Colonial Revival style of architecture to contribute to a potential campus historic district (see discussion below about effects to the potential historic district). Demolition of a potential historic district contributor would constitute a significant impact to a historical resource because it would eliminate those character-defining features that contribute to the significance of the potential district, including the building’s stucco walls, tile roof, steel roof trusses, and multi-pane window sashes. Therefore, the demolition of Middle Hall would cause a significant adverse impact to a historic resource.

The proposed project would construct seven new buildings between four and eight stories in height, primarily clustered toward the center of the site. While the designs of proposed new residential buildings appear to be differentiated from the old, they may not be fully compatible with the historic buildings on the site in terms of materials, massing, scale, and design, given that only preliminary designs of the new buildings are available. The project would also introduce two

new private streets into and through the site; ‘Lindhardt Lane’ and ‘Micah Way.’ The new roadways through the site would open up areas that were historically, and are currently, an internally focused campus. The project would additionally eliminate potential historic district contributors, including Middle Hall (see discussion above), a portion of the retaining wall along Laguna and Haight Streets from Waller to Haight Streets, as well as some ornamental landscaping which may date to the period of significance (1921 – 1955). The Planning Department additionally found that, “The new construction would not comply with four out of ten of the *Secretary of the Interior’s Standards for Rehabilitation* (Standards 1, 2, 9, and 10) because the new structures may impact the spatial relationships, including the internally-focused ‘quadrangle’ design that characterizes the existing campus.”

Although the project sponsor has hired a qualified historical architect to be involved in the design process to ensure the compatibility and differentiation of the new structures with the existing buildings and neighboring buildings, for purposes of conservative analysis, the site may no longer be eligible as a potential campus historic district after completion of the proposed project. This would result in a significant impact to historic resources under CEQA, because the setting of the potential historic district would be substantially altered.

Mitigation measures to reduce the impacts to the Administration Wing of Richardson Hall, Middle Hall, and the campus as a whole are described in Section C, below, and in Section IV, Mitigation Measures, of the EIR. These measures, however, would not mitigate the impact to historic resources to a less-than-significant level, and the impact would remain significant and unavoidable. Only selection of a project alternative, described in Section VI, Alternatives, would reduce the impacts of proposed project to a less-than-significant level.

Renovations to Richardson Hall, Woods Hall, and Woods Hall Annex would primarily occur on the interior of these structures where few character-defining features remain, resulting in a less-than-significant impact to historic resources. The rehabilitation of the interior of Woods Hall Annex, specifically, would not have an impact on the Reuben Kadish Mural, which would either remain in place, or would be relocated to a publicly-accessible space by the deceased artist’s descendant and legal owner (Ruth Kadish). This latter effort would not be part of the proposed project, but rather, would be negotiated between, and implemented by, UC and its legal owner. All other WPA-era works of art at the project site would remain in place to the extent they can be relocated, including the “Angel” mural above a doorway within Richardson Hall.

The proposed project would not have an adverse effect on off-site historic resources, including contributors to the potential Hayes Valley Historic District or San Francisco Landmarks in the immediate vicinity, because the visual impact of the changes to the campus would not be detrimental to the historic districts or individual resources. The new construction would be compatible with the existing neighborhood scale and urban form and would not impact the character-defining features of the off-site resources. As such, the proposed project would have a less-than-significant impact upon the setting of adjacent historic resources.

Population and Housing (P. III.F-1)

The project would introduce housing to a site where currently none exists. Based on average residential occupancy of 1.85 persons per dwelling in the project's census tract, the proposed project is anticipated to accommodate about 833 new residents on the project site, which would result in a population increase of approximately 14 percent within Census Tract 168.⁷ At about 5.8 acres, the project's residential density would be about 144 persons per acre, slightly higher than the average density of 107 persons per acre in the residential census blocks immediately surrounding the project site.

While 833 additional residents at the project site is a gross estimate based on census tract information, the actual number of residents may be somewhat less, when considering the unit type, unit mix, as well as the LGBT senior housing population, who would typically be singles or couples without children. Of the total 450 residential units, the proposed 365 non-senior residential units on the project site (approximately 304 studio and one bedroom units and 61 two and three bedroom units) would house about 609 persons.⁸ The openhouse senior housing component would have 85 units, (approximately 66 studios and one bedroom units, and 19 two bedroom units), housing approximately 147 seniors. Based on residential unit type and mix, this could result in a total on site population of approximately 756 residents. The actual on-site population figure would likely fall somewhere between 756 and 833, reflecting both the project's physical capacity and the average person per unit in the project's census tract. For conservative purposes, however, the larger of the two numbers has been assumed for this population and housing analysis.

While the proposed project would result in localized population growth at the project site, its population effects would not be considered substantial in the context of the surrounding urban neighborhood or in the context of the city as a whole. The project's residential density would fall within the range of densities in the surrounding census blocks; project density, relative to the size of its site, would be greater than residential densities of the predominately small-scale, fine-grain single- and multi-family uses to its east (e.g., along blocks along Buchanan and Webster Streets); similar in density to other existing residential developments nearby (e.g., the Church Street Apartments at Church and Hermann Streets); and lower than the relative densities of multi-family apartment buildings located adjacent to the site's perimeter (e.g., 300 Haight Street, 55 Hermann Street, and 1900 Market Street). Thus, it cannot be concluded that the project would directly or indirectly induce substantial population growth that could have adverse physical effects on the environment, and therefore the project's population effects are considered less than significant.

In terms of housing effects, the project's density would be 78 dwelling units (DU) per net acre⁹, slightly higher than the average density of 60 dwelling units (DU) per net acre found in the residential census blocks immediately surrounding the project site. While the project's density

⁷ The project's proposed 450 dwelling units are multiplied by 1.85 which is the average persons per unit in this census tract to yield an estimated 833 inhabitants. The project's population increase of 14 percent is calculated by dividing 833 residents by the census tract's population of 6,101 persons in 2000.

⁸ Assumes 1.5 persons per studio/one bedroom unit, and 2.5 persons per two and three bedroom unit.

⁹ Density is calculated by dividing the project's proposed 450 dwellings by the site's 5.80 acres, which yields 78 DU/acre.

would be greater than that of the predominately smaller-scale uses to its east (e.g., on the block between Hermann to Waller and from Steiner to Fillmore with approximately 48 DU/acre); it would be slightly less than other existing residential developments nearby (e.g., the Church Street Apartments at Church and Hermann Streets at 93 DU/acre) as well as the 7-story, multi-family apartment buildings located adjacent to the site's perimeter (e.g., 300 Haight Street, 55 Hermann Street, and 1900 Market Street).

The proposed project would not displace residents or employees, as no residents or employees currently reside or work at the project site. The UCSF dental clinic would continue to operate under project conditions as it does under existing conditions, and would not displace the approximately 67 faculty and staff who currently work at the clinic. Under future conditions, the project would generate 28 employees who would staff the proposed community facility use and about 14 employees who would work at the project's proposed retail/commercial use, for a total of approximately 42 new onsite employees.¹⁰ Some of these new employees could be accommodated by the proposed new residential units on-site or could be accommodated by other housing opportunities in the neighborhood which is predominately residential. Because the project would not displace housing or people, its effects related to displacement are considered less than significant.

Landmark and Significant Trees (P. III.G-1)

The San Francisco Board of Supervisors adopted new legislation in 2006 in the form of amendments to existing city ordinances that would require a special permit from the Board to remove trees designated as "landmark" trees, not only on public property, but anywhere within the territorial limits of the City and County of San Francisco including private properties.¹¹ Under the legislation, the criteria for designating a landmark tree include such considerations as age, size, shape, species, location, historical association, or visual quality. No trees on the project site are currently designated as landmark trees. There are several large, healthy trees on the project site that may be candidates for landmark designation upon further evaluation. Two Canary Island palm trees and two large fig trees located on the lower south end parking lot against Richardson Hall could have landmark status due to their size, age, and possible cultural significance. The large Canary Palm behind Woods Hall, specifically, was called the "Sacred Palm" by former UC Extension students, and was a symbol of the student community. This tree in particular may meet the landmark tree criteria for historical association and/or visual quality. A number of other trees on the site that is less likely to have landmark status but still have substantial size include five redwoods, two sycamores, a Monterey cypress, and a Chinese elm. According to the biological assessment, the overall health of the majority of trees on site is good, but several trees show signs of stress.

¹⁰ The project's employment generation estimates are conservative, based on trip generators included in the project's transportation study. The number of prospective project employees is calculated based on the San Francisco Planning Department's *Transportation Guidelines for Environmental Review* (October 2002), which for office use assumes 1 employee per 350 square feet.

¹¹ Approved amendments to the San Francisco Public Works Code, Sections 802 - 811, File No. 051458, January 17, 2006.

The proposed project would remove all of the trees on the project site, with the exception of the “Sacred Palm” and another large palm tree, both of which would be boxed, stored during construction and replanted in upper Waller Park after construction. If one or more trees on the property were to be officially designated as “landmark” trees at some point in the future, and such trees would be removed as part of the project, a tree removal permit from the Board of Supervisors would be required.

“Significant” trees are defined by the new legislation as being greater than 12 inches in diameter, or greater than 20 feet tall, or have a canopy greater than 15 feet, and are within 10 feet of a public right-of-way. There are approximately 27 trees on the project site that meet these criteria, and are therefore considered “significant” trees. Most, if not all, of these trees would be removed as part of the project, and as such, a tree removal permit from the Department of Public Works would be required prior to their removal. In accordance with the permit, the project sponsor would replace all significant trees removed from the site with new trees. Implementation of the requirements of the tree removal permit(s) would create a less-than-significant impact to “landmark” or “significant” trees on the project site.

Growth Inducement and Other CEQA Topics (P. III.H-1)

Growth inducement under CEQA considers the ways in which proposed and foreseeable project activities could encourage and facilitate other activities that would induce economic or population growth in the surrounding environment, either directly or indirectly. The Initial Study (see Appendix A) concluded that the project would not displace a large number of people or create a substantial demand for additional housing, but would contribute to the overall cumulative growth of the Hayes Valley area. This EIR section summarizes the findings in Section G, Population and Housing (also described above) and concludes that the project would allow additional population growth, but not to a significant level.

Other CEQA topics included in this section describes the difference between the Initial Study, published on May 6, 2006 for this project, and the Planning Department’s recently adopted new Initial Study Checklist, consistent with Appendix G of the CEQA Guidelines. The new checklist includes some new topic areas that are generally not relevant within San Francisco and would not involve any potential environmental impacts resulting from the proposed project.

C. Mitigation Measures from the EIR

Mitigation Measure HR-1. HABS-Level Recordation

A common strategy for the mitigation of historical resources that would be lost as part of the proposed project is through documentation and recordation of the resource(s) prior to their demolition using historic narrative, photographs and/or architectural drawings. While not required for state or local resources, such efforts often comply with the federal standards provided by the National Park Service’s Historic American Building Survey (HABS). As such, the project sponsor shall document the existing exterior and interior conditions of the Administration Wing

of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and any significant landscape features of the former campus according to HABS Level II documentation standards. According to HABS Standards, Level II documentation consists of the following tasks:

- *Drawings*: Existing drawings, where available, should be photographed with large format negatives or photographically reproduced on mylar. Many copies of drawings of the project site buildings are known to exist, as they were cited in the Page & Turnbull report.
- *Photographs*: Black and white photographs with large-format negatives should be shot of exterior and interior views of the Administration Wing of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and any significant landscape features of the former campus. Historic photos, where available, should be reproduced using large-format photography, and all photographs should be printed on archival (acid-free) fiber paper. Many historic photos of the site are known to exist, as they were cited in the Page & Turnbull report.
- *Written data*: A report should be prepared that documents the existing conditions of the Administration Wing of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and any significant landscape features of the former campus, as well as the overall history of the California normal school and the site of San Francisco State University. Much of the historical and descriptive data used in preparation of the Page & Turnbull report can be reused for this task.

Documentation of the former UC Extension site shall be submitted to the following repositories:

- Documentation report and one set of photographs and negatives shall be submitted to the History Room of the San Francisco Public Library.
- Documentation report should be submitted to the Northwest Information Center of the California Historical Resources Information Resources System
- Documentation report, one set of photographs, original drawings, and rehabilitation drawings should be sent to the Environmental Design Archives in the College of Environmental Design, University of California, Berkeley.
- Documentation report and xerographic copies of the photographs should be submitted to the San Francisco Planning Department for review prior to issuance of any permit that may be required by the City and County of San Francisco for demolition of Middle Hall or the Administration Wing of Richardson Hall.
- Documentation report and xerographic copies of the photographs should be submitted to the San Francisco Landmarks Preservation Advisory Board.

Mitigation Measure HR-2. Interpretative Display

An additional form of mitigation shall include the installation of permanent interpretative display at the former UC Laguna Extension campus to describe to the general public the long and significant history of the site as an early California normal school and as the original site of San Francisco State University, as well as its WPA-era associations. Components of this

mitigation program could include a permanent kiosk within or near the proposed Waller Park that would contain historic photographs and plans, and descriptive text. Alternatively, these elements could be placed in a publicly-accessible gallery/exhibition space on the interior of one of the historic buildings, such as the 10,000 square feet of community space proposed within Richardson Hall. Historic photos, plans, and text developed from the HABS-level recordation could be used for this interpretive display. The design for the interpretive display should be submitted to the San Francisco Landmarks Preservation Advisory Board for review and approval prior to final installation.

These mitigation strategies would not fully reduce the aforementioned significant adverse impact to a less-than-significant level. CEQA Section 15126.4 (b) (2) states that 'In some circumstances, documentation of a historical resource, by way of historic narrative, photographs and/or architectural drawings, as a mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur.' As such, even with implementation of the aforementioned mitigation measures demolition of the Administration Wing of Richardson Hall, Middle Hall, and Laguna Street retaining wall would be considered a significant unavoidable impact on the environment. Section VI, Alternatives, describes project alternatives that would avoid the significant impacts of the proposed project.

D. Mitigation Measures from the Initial Study

Mitigation Measure 1 – Construction Air Quality

To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray the project site with water during demolition, excavation and construction activities; sprinkle unpaved exterior construction areas with water at least twice per day, or as necessary; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition excavation and construction at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. All paved access roads, parking area, and any paved areas used for staging shall be swept daily.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 2 – Avian Survey

The project sponsor shall complete all demolition activities, including ground clearing, grading, and removal of trees or shrubs, during the non-breeding season (August 1 through January 31). If this is determined to be infeasible, a qualified wildlife biologist shall conduct preconstruction/demolition surveys of all potential special-status bird nesting habitat in the vicinity of the buildings to be demolished no more than two weeks in advance of any demolition activities that would commence during the breeding season (February 1 through July 31). Depending on the survey findings, the following actions shall be taken to avoid potential adverse effects on nesting raptors and other nesting birds:

1. If active nests of special-status birds are found during the surveys, a no-disturbance buffer zone shall be created around active nests until a qualified biologist determines that all young have fledged. The size of the buffer zones and types of construction activities restricted within them shall be determined through coordination with the California Department of Fish and Game (CDFG), taking into account factors such as the following:
 - a. Noise and human disturbance levels at the project site and the nesting site at the time of the survey and the noise and disturbance expected during the construction activity;
 - b. Distance and the amount of vegetation or other screening between the project site and the nest;
 - c. Sensitivity of individual nesting species and behaviors of the nesting birds.
2. If preconstruction/demolition surveys indicate that no nests of special-status birds are present or that nests are inactive or potential habitat is unoccupied, no further mitigation is required.
3. Preconstruction/demolition surveys are not required during the non-breeding season (August 1 through January 31) for demolition activities including ground clearing, grading, and removal of trees or shrubs.
4. Furthermore, demolition and/or construction activities commencing during the non-breeding season and continuing into the breeding season do not require surveys (as it is assumed that any breeding birds taking up nests would be acclimated to project-related activities already under way). However, if trees and shrubs are to be removed during the breeding season, the trees and shrubs shall be surveyed for nests prior to their removal, according to the survey and protective action guidelines 1a though 1c, above.
5. Nests initiated during demolition or construction activities are presumed to be unaffected by the activity, and a buffer is not necessary.
6. Destruction of active nests of special-status birds and overt interference with nesting activities of special-status birds shall be prohibited.
7. Trees and shrubs that have been determined to be unoccupied by nesting special-status birds may be removed as long as they are located outside of any buffer zones established for active areas.

Mitigation Measure 3 – Hazards

The project sponsor shall prepare and implement a Soil Management Plan (SMP) and a Health and Safety Plan (HSP), both of which are described below.

1. Potential hazards to construction workers and the general public during demolition and construction shall be mitigated by the preparation and implementation of a site-specific soil management plan. Specific information to be provided in the plan would include soil-handling procedures that segregate Class I from Class II or III fill material and isolate fill material from the underlying native soil. The plan would also include procedures for on-site observation and stockpiling of excavated soils during construction, soil sampling for focused waste classification purposes, and legal disposal at an appropriate disposal facility. In the event that the soil were characterized as a hazardous waste according to State or Federal criteria, the soil shall be disposed of at a Class I disposal facility. Soil classified as a non-hazardous waste could be disposed of at a Class II or III disposal facility in accordance with applicable waste disposal regulations.
2. Potential hazards to construction workers and the general public during demolition and construction shall be mitigated by the preparation and implementation of a site-specific health and safety plan. The health and safety plan shall meet the requirements of federal, state and local environmental and worker safety laws. Specific information to be provided in the plan includes identification of contaminants, potential hazards, material handling procedures, dust suppression methods, personal protection clothing and devices, controlled access to the site, health and safety training requirements, monitoring equipment to be used during construction to verify health and safety of the workers and the public, measures to protect public health and safety, and emergency response procedures.

Mitigation Measure 4 – Archaeology

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with, a) the project archaeological research design and treatment plan (*Archeo-Tec, Final Archaeological Research Design and Treatment Plan for the Laguna Hill Project, San Francisco, California*, July 2005 at the direction of the Environmental Review Officer (ERO), and b) in instances of any inconsistency between the requirements of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirement of the latter shall prevail. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be

extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in CEQA Guidelines Sections 15064.5 (a) and (c).

Archeological Testing Program

The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- a. The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- b. A data recovery program shall be implemented, unless the ERO determines that the archaeological resources is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program

If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the

- expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
 - The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
 - If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program

The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.

- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects

The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report

The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

E. Alternatives to the Proposed Project

This section identifies alternatives to the project and discusses the environmental effects associated with the alternatives in comparison with the proposed project. Project decision-makers could adopt an alternative instead of the proposed project if that alternative would substantially lessen or avoid significant environmental impacts identified for the project and that alternative is determined feasibly to meet most of the project objectives. The determination of feasibility would be made by City decision-makers.

No Project Alternative

Description

This alternative would entail no changes to the project site. The former UC buildings on the project site would remain locked and vacant as they are currently, with the exception of the UC Dental Clinic, which would continue to operate as a UCSF facility. The parking areas in the center of the site would remain used for UC and CPMC Davies parking purposes only, as under current conditions. All other portions of the site would remain off-limits to the general public. This alternative assumes that UC would perform minimal maintenance on the vacant buildings for safety and security purposes, but would not make wholesale improvements or renovations to them.

The University would have the option of selling the property under the No Project Alternative, pursuant to the Stull Act (California Public Contracts Code §§ 10511-10513), which regulates the sale of surplus University of California property. The Stull Act requires that surplus property be sold via closed bid to the highest bidder. Under this alternative, the purchaser could seek entitlements from the City for its preferred use of the property, and the environmental impacts of that proposed use would be analyzed at that time.

Impacts

The No Project Alternative would result in no substantial changes to the project site. This alternative would avoid or reduce all of the potentially significant operational and construction-related impacts of the proposed project. In terms of land use, plans, and policies, the project site would remain under its current P-zoning under the No Project Alternative. However, since the change in zoning from P (Public) to RTO/NCT-3 or a Mixed-Use Special Use District under the proposed project is not considered a significant environmental impact, this alternative would not avoid any significant impacts to land use, plans, or policies. This alternative would not provide the same level of public access to or through the site as under the proposed project, as neither Waller Park nor the reopening of the Waller Street right-of-way to pedestrian traffic would occur. The existing land uses, which are essentially limited to surface parking for UC and CPMC Davies staff, would continue under this alternative.

No changes to the existing amount of PM peak hour traffic or number of parking spaces would occur under the No Project Alternative. Although PM peak hour trips would be substantially less

under this alternative than under the proposed project, this alternative would not avoid or reduce any significant traffic impacts under project or cumulative scenarios, as none were identified. Similarly, air quality effects from vehicular emissions would be substantially less under the No Project Alternative than under the proposed project, although this alternative would not avoid or reduce any significant air quality impacts, as none were identified under the proposed project. The No Project Alternative would have no impacts with respect to visual quality and aesthetics, as no new construction would occur on the project site, and on-site and off-site views would be the same as under current conditions. This alternative would not avoid or reduce any significant visual impacts, as none were identified under the proposed project.

The No Project Alternative would avoid the significant project impacts to historic resources because this alternative would retain the Administration Wing of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and the internally focused campus feeling of the site, all of which are considered historic resources under CEQA. While some level of minimal building maintenance is assumed under this alternative, the historic resources on the project site could continue to deteriorate as they are currently. Continued deterioration of historic resources could be considered a significant impact, depending of the level of maintenance and security that UC would provide for the project site buildings. Although continued deterioration may occur, the No Project Alternative would avoid the impacts of wholesale demolition of Middle Hall, the Administration Wing of Richardson Hall, and the Laguna Street retaining wall. This alternative would also avoid the potentially significant impacts of new construction immediately adjacent to on-site historic resources, which may not be fully incompatible with the historic resources, and therefore could disqualify the site from consideration as a potential historic district. As such, even with continued deterioration of the existing buildings, the No Project Alternative would have a reduced impact to historic resources, on balance, than would the proposed project.

No impacts to population or housing are anticipated under this alternative, as no new housing or increase in population on the project site would occur. This alternative would not avoid any significant impacts to population or housing, as none were identified under the proposed project. There would be no impacts to landmark and significant trees under the No Project Alternative, as no tree removal would occur. However, this alternative would not avoid any significant impacts to landmark trees, as no trees on the project site have been officially designated as such.

This alternative would avoid the construction-related impacts described in the Initial Study, such as generation of construction-period air quality impacts, potential disturbance of nesting birds during construction, potential public and worker exposure to hazardous soils or building materials during building demolition and subsurface excavation, and accidental damage to potentially significant archaeological resources due to subsurface excavation. Unlike the proposed project, the No Project Alternative would not require mitigation for these potentially significant impacts, including Mitigation Measure 1 – Construction Air Quality, Mitigation Measure 2 – Avian Survey, Mitigation Measure 3 – Hazards, and Mitigation Measure 3 – Archaeological Resources.

Preservation Alternative

Description

This alternative would retain all buildings on the site for renovation and adaptive reuse, including Richardson Hall, Middle Hall, Woods Hall, Woods Hall Annex, as well as the retaining wall along Laguna Street. This alternative would construct new in-fill residential uses in a manner similar to the proposed project, yet at a reduced size and density; up to 332 residential units (about 79 senior housing units and approximately 253 non-senior units) and approximately 335 parking spaces. Similar to the proposed project, this alternative would provide 10,000 sq. ft. of community space, to be located entirely within Middle Hall, and up to 5,000 sq. ft. of retail, to be located at the basement (ground floor) level of Richardson Hall. This alternative would result in six new buildings, compared to the proposed project's seven. In order to preserve the proposed historic district's internally focused campus feeling, this alternative would restrict vehicular access through the site by eliminating the through streets (Lindhardt Lane and Micah Way), as shown in the proposed project. The parking garage access driveways would be at Laguna and Waller Streets, as well as on Hermann and Buchanan Streets. This alternative would also keep the retaining wall along Laguna Street. The proposed openhouse building would be constructed in a new courtyard immediately behind Richardson Hall, and would be eight stories or approximately 80 feet in height. All other new buildings would be between three to four stories, or a maximum of approximately 40 feet in height, consistent the site's existing 80-B and 40-X Height and Bulk District. All existing historic buildings would be upgraded for ADA and seismic code compliance, and all renovations efforts would be consistent with the guidance provided by the *Secretary of the Interior's Standards for Rehabilitation*. Middle Hall, specifically, would be retained for use as a community space. Finally, the UCSF Dental Clinic would also be retained for use in its current configuration under this alternative.

Impacts

The Preservation Alternative would replace the current land uses on the project site, which include surface parking for UC faculty and staff, with a residential mixed-use development generally similar to the proposed project, but at a reduced residential density, and with a reduction in automobile and pedestrian access through the site. Similar to the proposed project, the Preservation Alternative would require a zoning amendment from (P) Public, to RTO/NCT-3 or a Mixed-Use Special Use District to allow construction of a private mixed-use residential facility on the site. However, since the change in zoning from P (Public) to RTO/NCT-3 or a Mixed-Use Special Use District under the proposed project is not considered a significant environmental impact, this alternative would likewise not result in any significant impacts to land use, plans, or policies. Unlike the proposed project, the Preservation Alternative would not require an adjustment to the existing Height and Bulk District, as the proposed building heights under this alternative would be within the site's existing 80-B and 40-X Height and Bulk District.

In terms of visual and aesthetic resources, the Preservation Alternative would be relatively similar to the proposed project with respect to changes to on and off-site views. The primary differences in visual effect would be apparent along Laguna Street: because the Preservation Alternative

would retain the single-story Administration Wing of Richardson Hall, the eight-story openhouse building would be set back about 100 feet from the Laguna Street property line under this alternative, whereas under the proposed project, the openhouse building would be constructed to the property line. This would result in less visual change in the view from Market/Laguna/Hermann Streets, from Laguna and Waller Streets, and from Laguna and Haight Streets. Similar to the proposed project, the Preservation Alternative would also have no significant impacts with respect to visual and aesthetic resources.

The Preservation Alternative would generate approximately 154 PM peak hour vehicular trips.¹² This is approximately 25 percent fewer PM peak hour trips than would be generated by the proposed project (206), primarily because the total number of residential units would be reduced from 450 to 332. Although the number of PM peak hour trips would be less than the proposed project, this alternative would not avoid or reduce any significant traffic impacts under project or cumulative scenarios, as none were identified under the proposed project. Similarly, air quality effects from vehicular emissions would be less than the amount generated by the proposed project. However, this alternative would not avoid or reduce any significant air quality impacts, as none were identified under the proposed project.

The Preservation Alternative would reduce the project impacts to historical resources to a less-than-significant level. This alternative would retain all buildings that the Planning Department has identified as being individually eligible for listing on the California Register of Historical Resources (CRHR), including Richardson Hall in its entirety, Woods Hall and Woods Hall Annex, as well as the contributors to a potential campus historic district, which include Middle Hall, the retaining wall along Laguna Street, and much of the associated landscaping from the period of significance (1921 to 1955). By eliminating the through-streets as part of the proposed project (Lindhardt Lane and Micah Way), retaining the internally focused feeling of the campus, and reducing the overall scale and density of the development from 450 residential units to 332 units (a 26 percent reduction in density), this alternative would additionally reduce the project impacts to the site as a potential campus historic district to a less-than-significant level. Planning Department preservation staff concurred that the proposed Preservation Alternative would generally avoid the significant impacts to historic resources. While not required, implementation of proposed Mitigation Measures HR-1 and -2 (HABS-Level Recordation and Public Interpretation) could still be implemented under the Preservation Alternative to further reduce the potential impacts to historic resources of this alternative, as there would still remain some level of impact to the potential historic district through the introduction of adjacent new construction, as well as changes to the interiors of existing historic buildings.

With regard to population and housing, the Preservation Alternative would generate approximately 614 new residents on the project site, a reduction of about 218 inhabitants, or about 26 percent, compared with the proposed project. This alternative would result in a population increase of approximately 10 percent within Census Tract 168, compared with the

¹² Wilbur Smith Associates, *55 Laguna Street – DEIR Alternatives Analysis*, memo, July, 2006.

proposed project's 14 percent increase.¹³ Although the on-site population of the project site would increase from zero to approximately 614, this alternative would not avoid any significant impacts to population or housing, as none were identified under the proposed project.

Potential impacts to landmark and significant trees would be similar to the proposed project, given the level of development that would occur on the project site, potentially removing "landmark" trees on the site, were any trees to be formally designated as such. Similar to the proposed project, the Preservation Alternative would require a tree removal permit to remove any trees that were formally designated as "landmark" trees or which meet the criteria for "significant" trees. Also similar to the proposed project, this alternative would retain the so-called "Sacred Palm." This alternative would not avoid any significant impacts to "landmark" trees, as no trees on the project site have been officially designated as such.

The Preservation Alternative would not avoid the construction related impacts of the proposed project described in the Initial Study, as the level of construction activities under this alternative would be only slightly reduced. Similar to the proposed project, the Preservation Alternative would require mitigation for these potentially significant impacts, including Mitigation Measure 1 – Construction Air Quality, Mitigation Measure 2 – Avian Survey, Mitigation Measure 3 – Hazards, and Mitigation Measure 3 – Archaeological Resources. As with the proposed project, implementation of these mitigation measures would reduce construction effects to a less-than-significant level.

New College of California/Global Citizen Center Concept Plan

Description

This Alternative would retain the project site under its existing P (Public) Zoning District and 80-B and 40-X Height and Bulk District, retain and reuse all existing historic buildings on the project site, and construct new in-fill residential and non-profit commercial uses, parking and open space uses. This alternative assumes that a private, non-profit educational institution in partnership with a non-profit green business organization, such as the New College of California and the Global Citizen Center (NC/GCC), would construct a new mixed used campus on the project site. The NC/GCC would either purchase the subject property from the University of California in conformance with the Stull Act¹⁴ or ground lease the property from the University. As proposed by the NC/GCC,¹⁵ the New College would be accommodated primarily within the existing buildings of Richardson Hall, Middle Hall, Woods Hall, and Woods Hall Annex. These buildings would be reused for educational and community serving purposes, and would undergo

¹³ The alternative's proposed 332 dwelling units are multiplied by 1.85 which is the average persons per unit in this census tract to yield an estimated 614 inhabitants. The alternative's population increase of 10 percent is calculated by dividing 614 residents by the census tract's population of 6,101 persons in 2000.

¹⁴ Stull Act (California Public Contracts Code §§ 10511-10513) regulates the sale of surplus University of California property. The Stull Act requires that surplus UC property be sold via closed bid to the highest bidder.

¹⁵ New College of California and Global Citizen Center, *Preservation/Open Space/Public Use Alternative, Laguna Hill Residential Project EIR*, May 15, 2005. On October 10, 2006, New College submitted an Abbreviated Institutional Master Plan (IMP) to the Planning Department. The IMP indicates that New College does not now anticipate actively pursuing this Alternative. Global Citizen Center has also ceased efforts to pursue this Alternative.

seismic and ADA upgrades. Most of the GCC's programs would be in three new buildings to be constructed toward the center of the site, totaling approximately 227,000 square feet of new construction. The GCC buildings would be between two-to-four stories in height above parking. The GCC facilities would include the following uses: commercial office for nonprofit organizations and socially responsible Green Enterprises, supportive tenant and community services including a business incubator and a multi-media production studio, event and meeting venues for conferences and lectures, exhibition space for educational installations, a Green action center, and a mix of Green retail goods and services. The NC/GCC alternative plan would accommodate 243 total parking spaces, including 51 spaces for the Dental School, 12 spaces for car share organizations, 65 for a daycare facility, and 115 spaces to be shared by the NC/GCC. Similar to the proposed project, a pedestrian path would reestablish the former Waller Street right-of-way through the site, from Buchanan Street to Laguna Street.

Impacts

The New College of California/Global Citizen Center Concept Plan Alternative as proposed by NC/GCC would replace the current land uses on the project site, which include surface parking for UC faculty and staff, with a variety of land uses including a college campus, student housing, non-profit commercial uses, parking and open space uses, although at a reduced scale and density when compared with the proposed project. Unlike the proposed project, this alternative would not require a change in zoning from (P) Public, to RTO/NCT-3 or a Mixed-Use Special Use District to allow construction of this alternative on the site, as institutional and educational uses are permitted under P-zoned sites with a conditional use permit. However, general office, retail, and other such commercial uses are not permitted in a P use district. Therefore, this alternative assumes that the non-institutional office, retail, exhibit, food-related, etc. components of the NC/GCC proposal would be considered by the Zoning Administrator to be integral parts of and accessory to the NC/GCC project. If the Zoning Administrator were to determine otherwise, this alternative would require rezoning of the site to permit the non-institutional uses, similar to the proposed project.

Since the change in zoning from P (Public) to RTO/NCT-3 or a Mixed-Use Special Use District under the proposed project is not considered a significant environmental impact, this alternative would not avoid any significant impacts to land use, plans, or policies. Similar to the proposed project, the proposed building heights under this alternative would be generally within the site's 80-B and 40-X Height and Bulk District. This alternative may require an adjustment to the proposed 40-foot height limit, as proposed new buildings A and B would be up to 45 feet in height, depending on their final design.

In terms of visual and aesthetic resources, the New College of California/Global Citizen Center Concept Plan Alternative would retain all existing buildings on the site and construct three new buildings between three and four stories in height, while providing more mid-block open space than the proposed project. This alternative would appear less visually intensive compared with the proposed project's seven new buildings between four and eight stories in height. Views of and through the site would be less altered compared to the proposed project, given this alternative's

reduced density and scale. Similar to the proposed project, this alternative would reintroduce the former Waller Street right-of-way as a publicly accessible pedestrian way through the site and provide publicly accessible open space. Given the project site's urbanized setting and general lack of significant on- or off-site views, this alternative would have no significant impacts with respect to visual and aesthetic resources. This alternative would not reduce any significant impacts to visual or aesthetic resources of the proposed project, as none were identified.

The New College of California/Global Citizen Center Concept Plan Alternative would generate approximately 618 PM peak hour vehicular trips.¹⁶ This is three times the amount of traffic that would be generated by the proposed project (206), primarily given the relatively large amount of non-profit office and retail uses that would be included in this alternative (approximately 121,600 square feet) compared to the proposed project's 5,000 square feet of retail, as well as nearly twice the number of employees, students, faculty, and staff who would access the site on a daily basis (a maximum of 1,650 compared to the proposed project's 833 residents and 14 retail employees). The amount of PM peak hour vehicular trips may result in higher delays at local intersections compared to the proposed project, including those which are currently operating at LOS D. Parking on the project site would be reduced from the existing 278 parking spaces to approximately 243 spaces, a difference of about 35 spaces. This alternative would provide approximately 109 fewer parking spaces than the proposed project (352). This reduction in the number of parking spaces, plus increase in parking demand compared to the proposed project, may create a higher unmet weekday demand than the proposed project (during both the midday and evening periods).

Air quality effects from vehicular emissions would be about three times greater under this alternative than under the proposed project given the greater amount of vehicular traffic, although this alternative would not result in significant air quality effects.

The New College of California/Global Citizen Center Concept Plan Alternative would reduce the project-level impacts to buildings that the Planning Department has determined to be historic resources to a less-than-significant level by retaining all buildings that are individually eligible for listing on the CRHR, including Richardson Hall in its entirety, Woods Hall and Woods Hall Annex, as well as the contributors to a potential campus historic district, including Middle Hall. Similar to the proposed project, this alternative would adaptively reuse and seismically retrofit the existing buildings on the project site. This alternative would, however, eliminate the retaining wall along Laguna Street between Waller Street and Haight Street, considered to be a contributor to the potential historic district, and replace it with a proposed building. While this district contributor would be eliminated, the overall internally-focused feeling of the potential campus historic district would be generally retained under this alternative. As the building designs have not been finalized under this alternative, it is also unknown whether they would be architecturally compatible with the historic resources on the project site. In general, however, this alternative would reduce the project impacts to the individually eligible buildings and the site as a potential campus historic district to a less-than-significant level. While not required, Mitigation Measures HR-1 and -2 (HABS-Level Recordation and Public Interpretation) could still be implemented

¹⁶ Wilbur Smith Associates, *55 Laguna Street – DEIR Alternatives Analysis*, memo, July, 2006.

under this alternative to further reduce the potential impacts to historic resources of this alternative, as there would still remain some level of impact to the potential historic district through the introduction of adjacent new construction, as well as changes to the interiors of existing historic buildings.

With regard to population and housing, the New College of California/Global Citizen Center Concept Plan Alternative would generate approximately 90 new student residents on the project site, a reduction of about 714 inhabitants, or about 90 percent, compared with the proposed project. Overall population on the site, including those living on and commuting to and from the site would increase from zero under existing conditions to approximately 1,650, including the 90 student residents described above, approximately 1,050 commuter students, about 94 faculty and staff, and approximately 415 employees of the various commercial and retail uses on site. While not all students or staff would be on the site at all times, for conservative purposes, it is estimated that that this alternative would accommodate a maximum occupancy of 1,650 persons on the project site. This would be about twice the population on-site as the proposed project, although most of the site occupancy under this alternative would occur during the daytime. No significant impacts to population or housing are anticipated.

Potential impacts to landmark and significant trees would be similar to the proposed project, given the level of development that would occur on the project site, potentially removing “landmark” or “significant” trees on the site, were any trees to be formally designated as such. Similar to the proposed project, this alternative would require a tree removal permit to remove any trees that were formally designated as “landmark” or which meet the criteria as “significant” trees. Also similar to the proposed project, this alternative would retain the so-called “Sacred Palm.” This alternative would not avoid any significant impacts to “landmark” trees, as no trees on the project site have been officially designated as such.

The New College of California/Global Citizen Center Concept Plan Alternative would not avoid the construction related impacts of the proposed project described in the Initial Study, although the level of construction activities under this alternative would be somewhat reduced compared to the proposed project. Similar to the proposed project, this alternative would require mitigation for these potentially significant impacts, including Mitigation Measure 1 – Construction Air Quality, Mitigation Measure 2 – Avian Survey, Mitigation Measure 3 – Hazards, and Mitigation Measure 3 – Archaeological Resources. As with the proposed project, implementation of these mitigation measures would reduce construction effects to a less-than-significant level.

CHAPTER II

Project Description

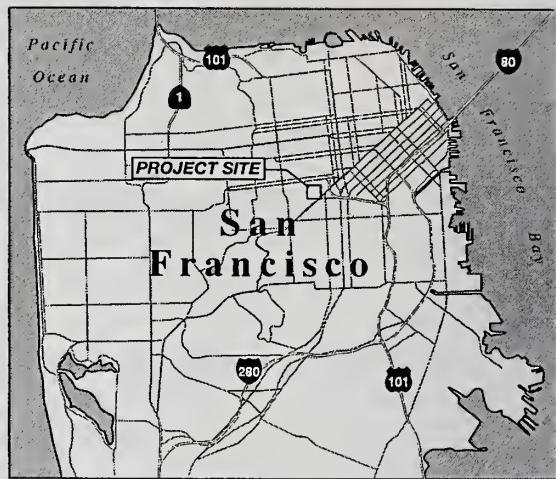
A. Site Location

The 5.8-acre project site is located north of Market Street on two city blocks (Block 857, Lots 1 and 1a; and Block 870, Lots 1, 2, and 3) bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west (see Figure 1) in the Hayes Valley neighborhood of San Francisco at the former University of California Berkeley Extension Campus. The project site is within the P (Public) Zoning District, and the 80-B and 40-X Height and Bulk Districts. The land owner is the Regents of the University of California, who propose to ground lease the project site to the project sponsors, A.F. Evans Development, Inc. and openhouse. The sponsors propose to construct a mixed-use development at the site.

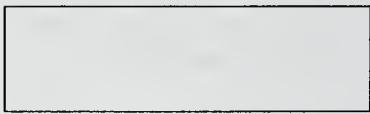
The site contains five existing buildings totaling 119,910 square feet (sq. ft.), four of which were used until 2003 by the University of California (UC) –Berkeley as an extension campus and by the French-American International School (FAIS). These now-unoccupied buildings include Woods Hall, Woods Hall Annex, Richardson Hall, and Middle Hall. The fifth building, located on the southwestern corner of the site at the intersection of Hermann and Buchanan Streets, is a two story dental clinic approximately 18,000 sq. ft. in size that is currently occupied by the University of California San Francisco (UCSF) Dental School.

The project site slopes steeply downward from northwest to southeast and is divided into two terraces. The majority of the existing buildings occupy the periphery of the site on the upper and lower terraces, with surface parking generally in the center of the site (see Figure 2). All of the former UC Extension buildings on the site were constructed between 1924 and 1935 as the campus of the San Francisco State Teachers College (now San Francisco State University), which traded the property to the University of California when it relocated to its current campus on 19th Avenue in the 1960s.

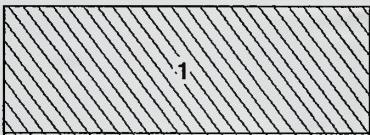
The four buildings other than the UCSF dental clinic generally exhibit the Spanish Colonial Revival style of architecture with red tile roofs and stucco siding. Woods Hall, constructed in 1926, is a two-story L-shaped building located at the northwestern corner on the upper terrace of the site along Buchanan and Haight Streets. Attached to Woods Hall is Woods Hall Annex, a two-story building constructed in 1935, located along Haight Street and positioned on the lower terrace. Richardson Hall, constructed in 1924 and 1930, is a one- and two-story, L-shaped building located on the lower terrace of the site at the corner of Hermann and Laguna Streets.



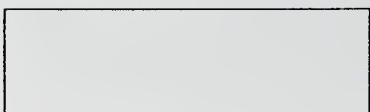
HAIGHT STREET



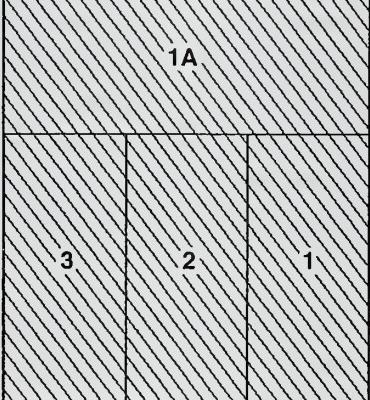
AB 857



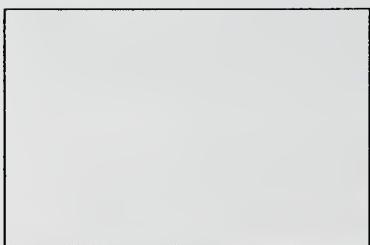
WALLER STREET



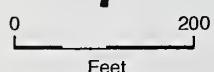
BUCHANAN STREET



HERMANN STREET



LAGUNA STREET



Project Site
Assessor's Block 857: Lots 1 and 1A
Assessor's Block 870: Lots 1, 2, and 3

Figure 1 Project Location

SOURCE: ESA

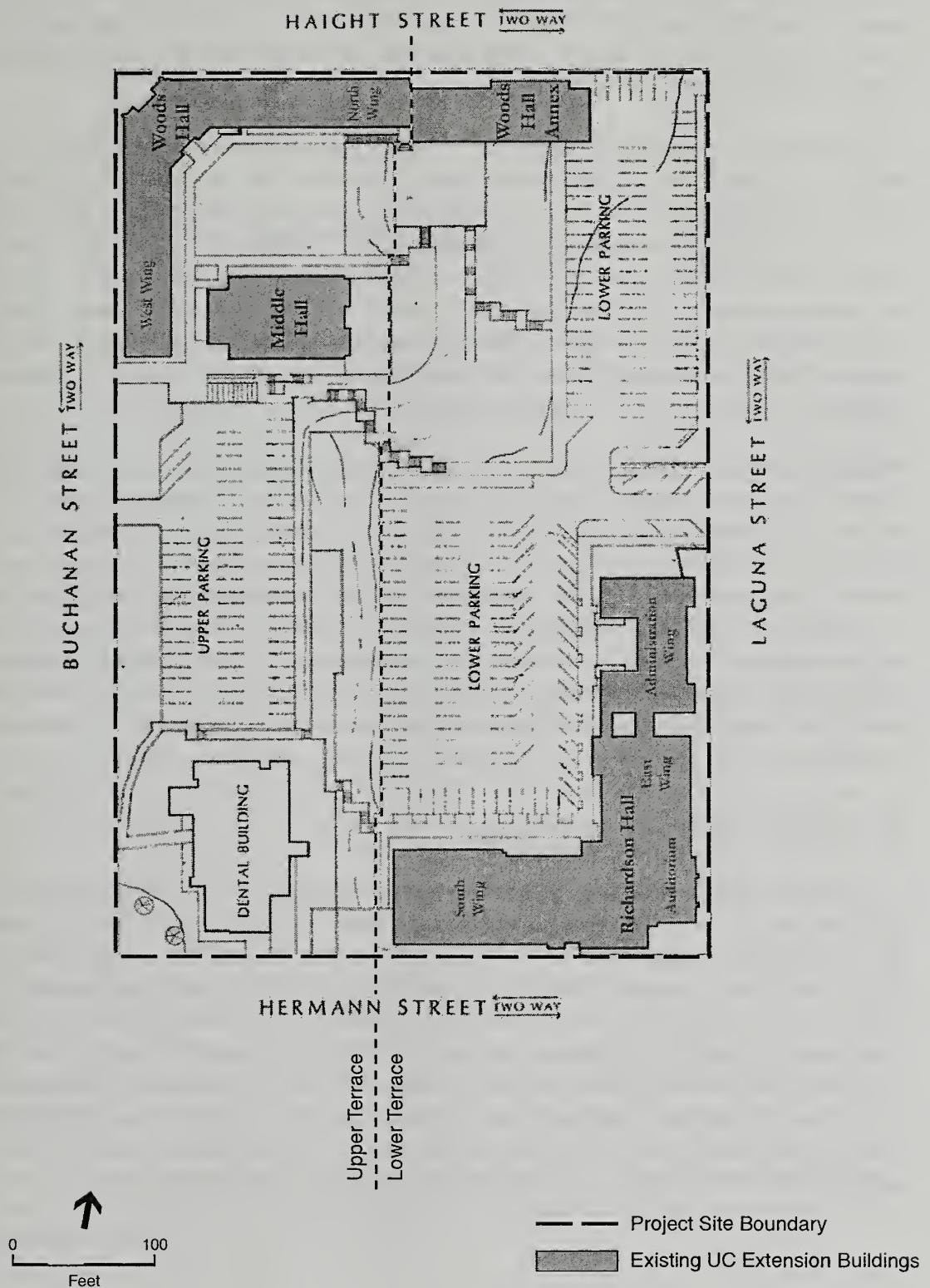


Figure 2 Existing Site Plan

Within Richardson Hall on its Laguna Street elevation is a two-story auditorium and an attached single-story administration building. Middle Hall, originally built as a gymnasium in 1924 with classroom and office space added later, is a one-and-a-half- to two-and-a-half-story building located behind (east of) the west wing of Woods Hall. The dental clinic, a two-story building, was constructed in the 1970s, and is still in use.

The remainder of the site is occupied by 278 off-street parking spaces contained in three lots. One parking lot is located on the upper terrace between the dental clinic and Woods and Middle Halls, accessed from Buchanan Street. This lot has about 50 spaces, which are currently used primarily by the dental clinic. The remaining 228 parking spaces are contained within two lots on the lower terrace accessed from Laguna Street; one lot is behind Richardson Hall and the other is located in the northeastern section of the project site at the corner of Haight and Laguna Streets. These lots currently provide daytime parking for University of California San Francisco employees who work at other UCSF locations off-site.¹ Some parking spaces on the project site are also leased to employees at California Pacific Medical Center (CPMC), Davies Campus.

The project site is surrounded primarily by residential and institutional land uses. Multi-family residential buildings ranging from two to seven stories in height and single-family attached row houses ranging from two to three stories in height are the predominant uses on the streets immediately surrounding the project site. Institutional uses in the immediate vicinity include the Walden House Adolescent Facility, located along Haight Street across from Woods Hall Annex, the University of California San Francisco AIDS Health Project building, located to the east of the project site on Laguna Street across from Richardson Hall, and the U.S. Mint, which sits atop a rocky promontory at the intersection of Buchanan and Hermann Streets to the northwest of the project site. Commercial uses in the project vicinity primarily occur along Market Street, about half a block from the southeastern corner of the project site.

B. Project Characteristics

The proposed project would include approximately 430,800 sq. ft. of residential space, up to 5,000 occupied sq. ft. of retail space, approximately 10,000 sq. ft. of community facility space, and approximately 127,360 sq. ft. of parking in seven new buildings and four underground garages on the project site (see Table 1 and Figures 3 and 4). Two of the existing buildings and most of a third, including Woods Hall, Woods Hall Annex, and approximately three-fourths of Richardson Hall, would be rehabilitated to house the new residential and community uses. All of Middle Hall and one-fourth of Richardson Hall would be demolished to accommodate the project. The portion of Richardson Hall that would be demolished is the single-story administration wing facing Laguna Street. A total of up to 450 residential units would be constructed in the seven new buildings and the renovated Woods Hall, Woods Hall Annex, and Richardson Hall.

¹ Personal Communication, Kevin Hufford, UC Berkeley, to Ruthy Bennett, AF Evans, Inc., October 25, 2006.

TABLE 1
PROJECT COMPONENTS BY USE AND SIZE

| Use | Approximate Size (sq. ft.) |
|--------------------|----------------------------|
| Residential | 430,800 – 450 units |
| Community Facility | 10,000 |
| Retail | 5,000 |
| Parking | 127,360 – 352 spaces |
| Total | 573,160 |

SOURCE: Van Meter Williams Pollack (VMWP), LLP., 2006

This would include 85 units of senior housing targeted to the lesbian, gay, bisexual, and transgender (LGBT) senior community (“openhouse”) in one building (approximately 66 studios and one bedroom units, and 19 two-bedroom units), and 365 units on the remainder of the project site (approximately 304 studio and one bedroom units and 61 two and three bedroom units) for a total of 450 residential units. Not less than 15 percent of the units would be reserved for low or moderate income households, in compliance with the City’s Inclusionary Affordable Housing Program (Planning Code Section 315, *et. seq.*, as amended in August 2006).

Ground-floor retail (possibly including a café with outdoor seating) would be located at the corner of Laguna and Hermann Streets in the ground (Laguna Street) level of the renovated Richardson Hall. The community space would be located in the existing Richardson Hall auditorium and the East Wing of Richardson Hall on the second floor. The new buildings would be designed to complement the architectural character of the existing buildings and the surrounding neighborhood. The proposed new buildings would be four to eight stories in height. New buildings along Buchanan Street would be four stories while new buildings along Laguna Street would between four and eight stories (see Figure 5, Laguna, Buchanan, and Hermann Street Elevations, and Figure 6, Haight Street Elevation and Waller Park North and South Elevations). The tallest building, at eight stories or a maximum of 85 feet in height, would be located at the southwest intersection of Laguna and Waller Streets and extend into the middle of the site. This building would be operated by openhouse, an organization serving the needs of the lesbian, gay, bisexual, and transgender (LGBT) senior population (henceforth called the openhouse building). Openhouse would also provide social, educational, and health services to the LGBT senior community, including both residents of the openhouse building and others not residing on-site, on the ground floor of the openhouse building and in the ground floor of Richardson Hall. According to the project sponsor, this variation of building heights is intended to relate to the size and scale of other buildings in the Hayes Valley neighborhood and to take into consideration the existing topography. Some of the new buildings would also feature individual stoops and bay windows along the street frontages and internal walkways to promote an active pedestrian environment.

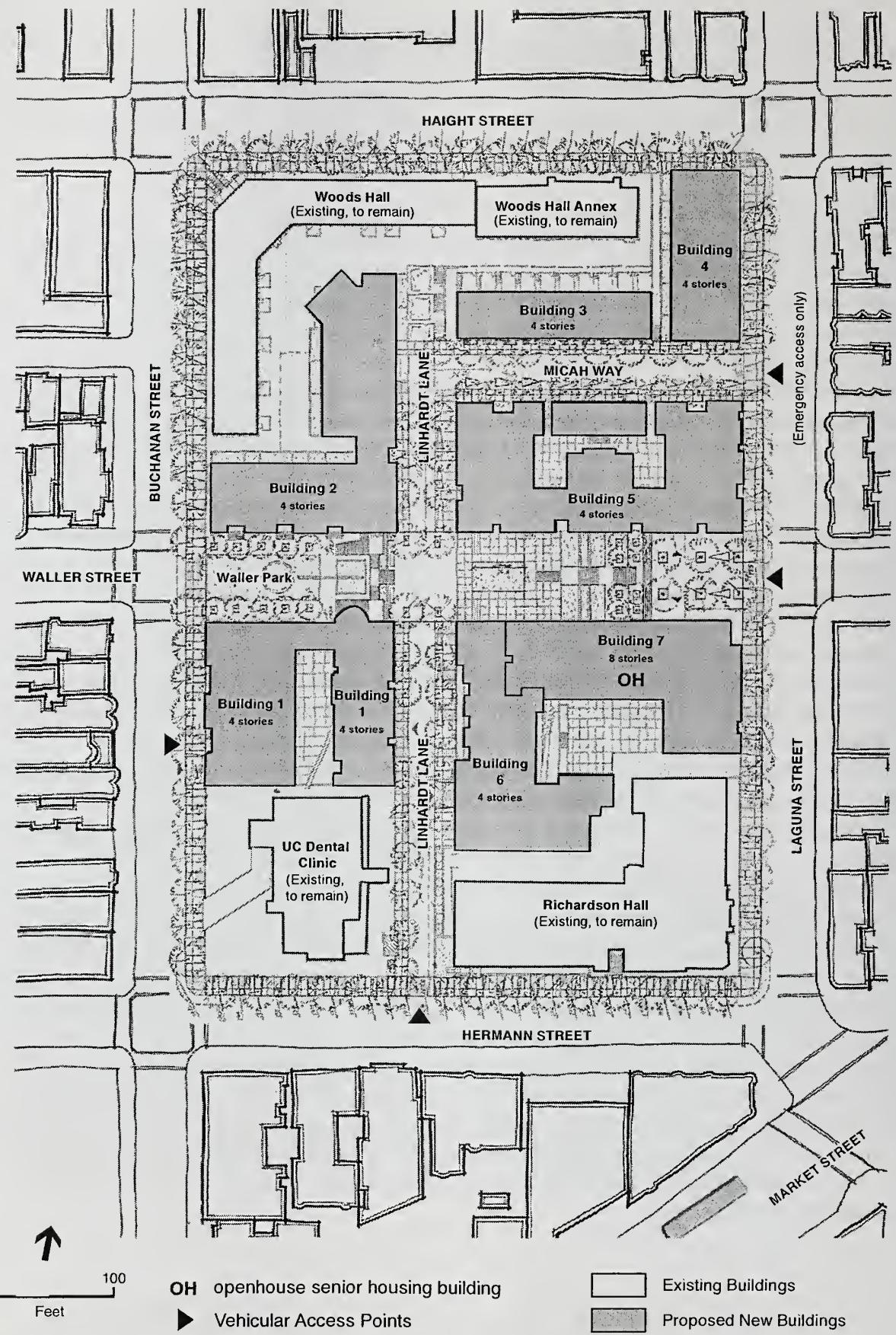


Figure 3 Proposed Site Plan

SOURCE: Van Meter Williams Pollack, LLP, 2006

HAIGHT STREET

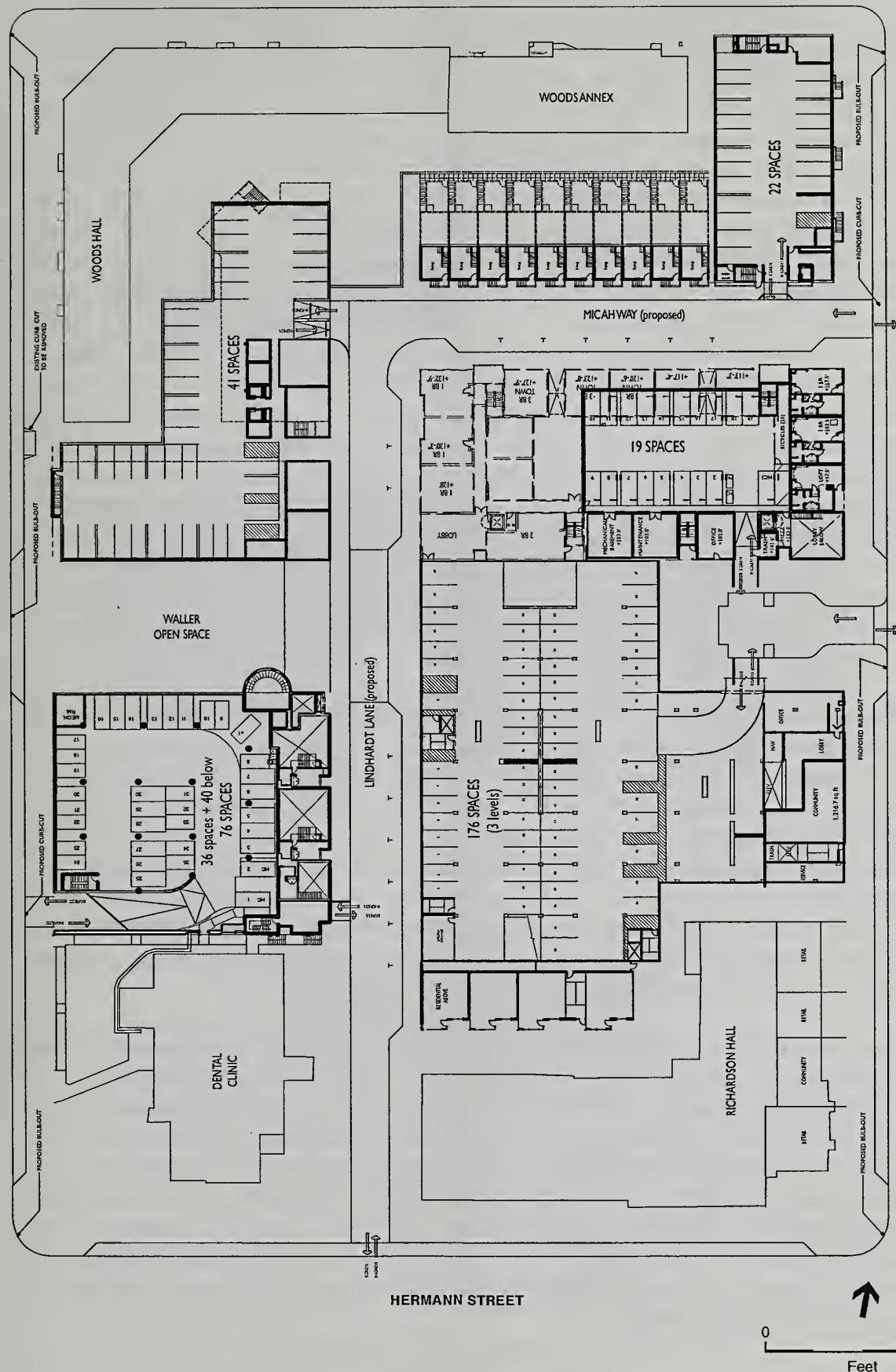


Figure 4 Underground Parking Plan

SOURCE: Van Meter Williams Pollack, LLP, 2006

The project would also include new landscaping as well as several types of open space. Private and common open spaces would be provided through patios, decks and porches at individual units and courtyards within the U-shaped entrances of the proposed buildings. The project site would also offer a privately owned though publicly accessible open space extending from the upper terrace at the intersection of Waller and Buchanan Streets through the site to the corner of Waller and Laguna Streets, effectively re-introducing Waller Street through the site as publicly accessible open space (referred to as Waller Park henceforth). Two new alleys (Micah Way and Lindhardt Lane) would also be privately owned though publicly accessible through the site. Other privately owned though publicly accessible open spaces would be behind Woods Hall, as well as a widened sidewalk area for retail frontage at the corner of Laguna and Hermann Streets. Upper Waller Park would include a large lawn area, a storm water runoff basin and fountain, benches, and trees and would take advantage of the steep slope of the project site by providing a scenic overlook with views of the Bay and downtown San Francisco. Lower Waller Park would include hard and soft scape areas with trees, benches, grassy areas and potentially built-in seating on the slope, overlooking the end of Waller park. Street trees would be planted along all four exterior streets as well as along all internal streets. The project would include landscaping throughout in the form of trees and shrubs. A large Canary Palm behind Woods Hall, called the "Sacred Palm" by former San Francisco State students, and one other large palm tree would be boxed, stored during construction and replanted in upper Waller Park after construction. A new approximately 2,000 sq. ft. community garden accessible to the public would be provided at the north end of Lindhardt Lane behind Woods Hall.

Rehabilitation of Woods Hall, Woods Hall Annex, and most of Richardson Hall would be primarily restricted to the interior of these buildings, without substantial alterations to their exterior facades or rooflines, with the possible exception of new entrances from the interior courtyards and new windows in Woods Hall and/or Woods Hall Annex on the façade facing Haight Street. The portion of Richardson Hall that is located along Laguna Street, containing the existing auditorium space, and a retaining wall along Laguna Street would be renovated to accommodate the proposed program including community use of the auditorium and ground-floor retail space at the corner of Laguna and Hermann Streets. The retail spaces would be accessible through new openings created in the existing retaining wall. The sidewalk at the intersection of Laguna and Hermann Streets would also be widened in this location.

The portion of Richardson Hall to be demolished would be the single-story administration wing which sits atop the retaining wall facing Laguna Street near Waller Street. The proposed openhouse building would be constructed in the general location of the administration wing of Richardson Hall, and would be separated from the remaining portions of Richardson Hall by a staircase and breezeway. In addition, Middle Hall would be demolished to accommodate the proposed program. The existing retaining wall along Laguna Street between Waller and Haight Streets would also be demolished. The approximately 18,000-square-foot UC dental clinic would remain unaltered in its current location at the corner of Hermann and Buchanan Streets and would continue to operate as a dental clinic. Parking spaces for the clinic (now in a surface lot) would be relocated to below-grade parking.

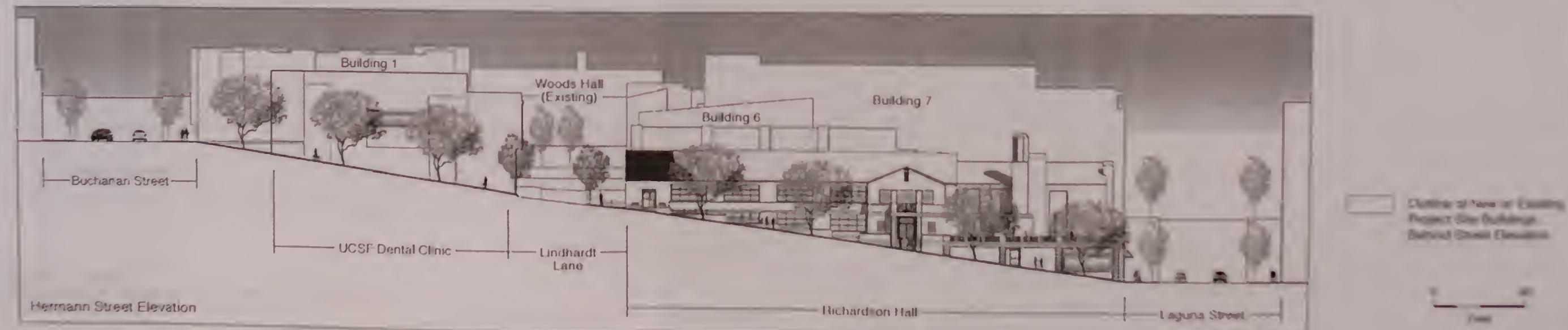
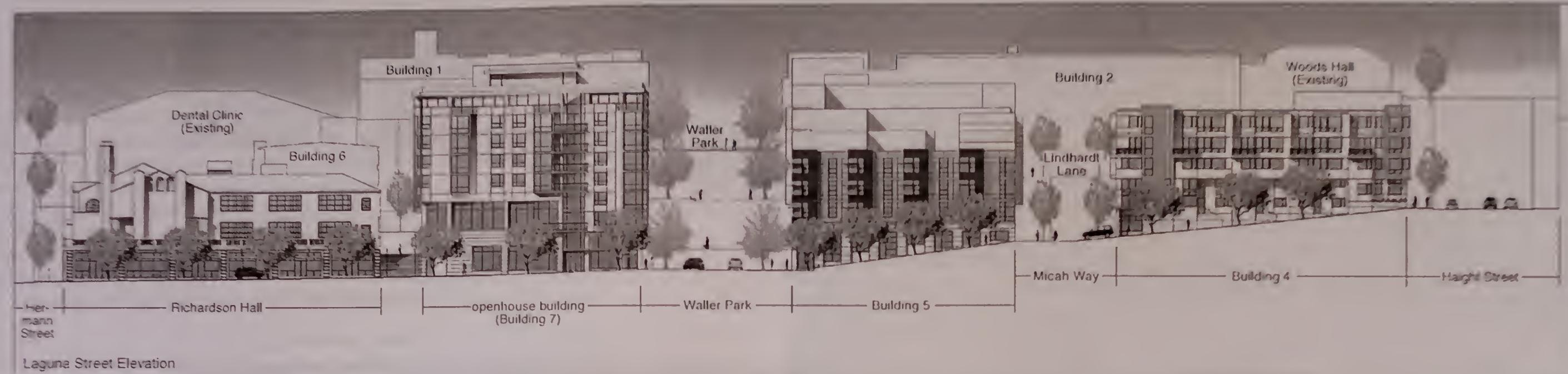


Figure 5. Laguna, Buchanan, and Hermann Street Elevations

© 2004 San Francisco Planning Commission

SOURCE: San Francisco Planning Commission, Draft Plan
Version 2004-01-09

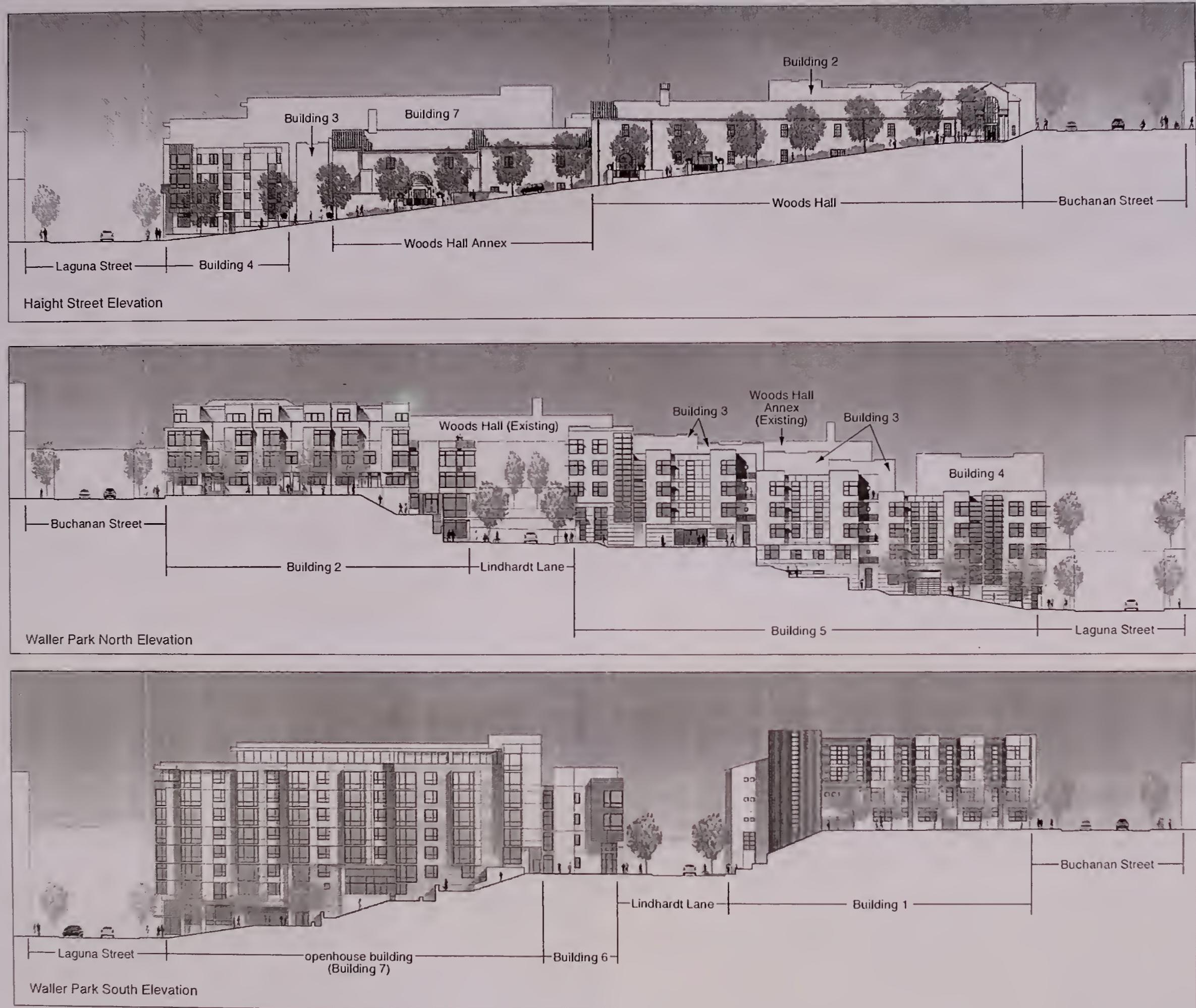


Figure 6 Haight Street Elevation and Waller Park North and South Elevations

16 Laguna Mixed Use Project
Environmental Impact Report

SOURCE: Van Meter Williams Pollack, LLP, 2007
Case No. 2004-07738

The project would require a change in the zoning district from P (Public) to either (1) RTO (Residential-Transit Oriented) and NCT-3 (Neighborhood Commercial, Transit Moderate Scale Mixed-Use), new zoning classifications proposed for the vicinity of the project in the draft Market-Octavia Area Plan, or (2) should the new Market-Octavia Area Plan zoning classifications not be adopted prior to project approvals, to a Mixed-Use Special Use District incorporating the major provisions of the proposed RTO and NCT-3 zoning classifications, except for the dental clinic, which would remain in a P zoning district. Height and bulk designations would also be required to be changed from 40-X and 80-B to 40-X, 50-X and 85-X. The proposed project would also require an amendment to the *San Francisco General Plan* to allow the change from a public/institutional use designation to residential mixed-use designations, and to allow an increase in building heights. No other zoning changes would be required. See Figure 7, Proposed Zoning and Height and Bulk District Boundaries, on page II-12.

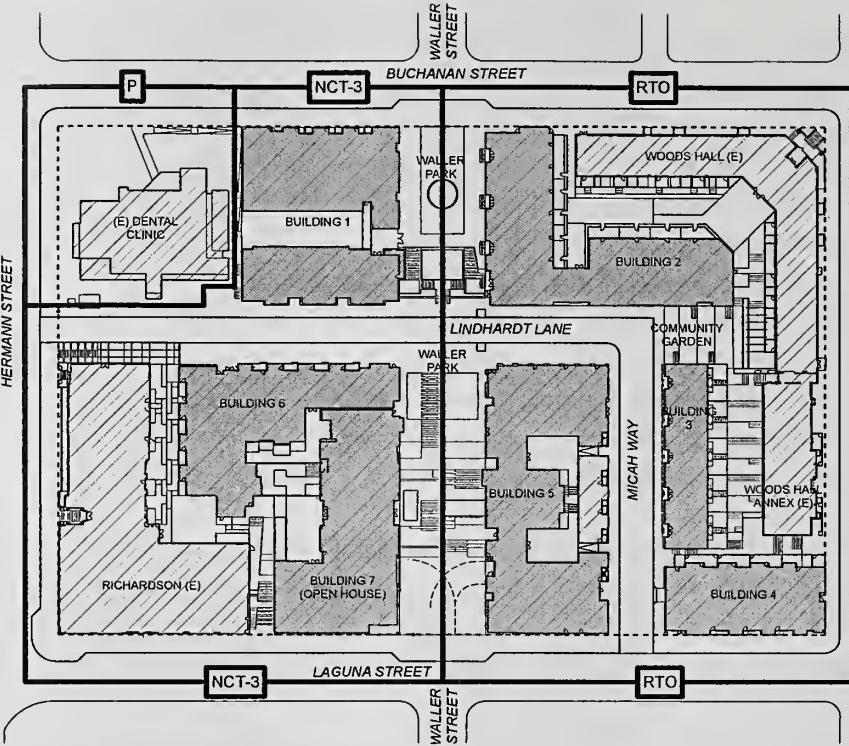
The project site is within the boundaries of the draft Market and Octavia Area Plan. However, because the project site was still operating as an educational facility at the time the draft Market and Octavia Plan was published (December 2002, with revisions through September, 2006), the Market and Octavia Plan did not consider its reuse and maintained its P (Public) district designation. In order to make the rezoning of the site consistent with the Market and Octavia Plan, the City created a “Policy Guide to Considering the Reuse of the University of California Berkeley Extension Laguna Street Campus (“Policy Guide”)², which extended the principles and policies of the Neighborhood Plan to the project site. The Policy Guide designated most of the site for RTO and NCT-3, with a small portion of the site for P (Public). Subsequently, in September 2006, the Planning Department made revisions to the draft Market and Octavia Plan that proposed maintaining the existing P zoning and existing 40-X and 80-B height and bulk limits on the project site until the project is evaluated pursuant to this EIR. The September revisions also call for reuse plans for the UC Berkeley Laguna Campus to balance the provision of housing (especially affordable housing) with land for public uses and reintegration of the site within the neighborhood. The Market and Octavia Plan has not been finalized or adopted, although the Plan is going through environmental review and it is expected to be adopted in early 2007.

Parking

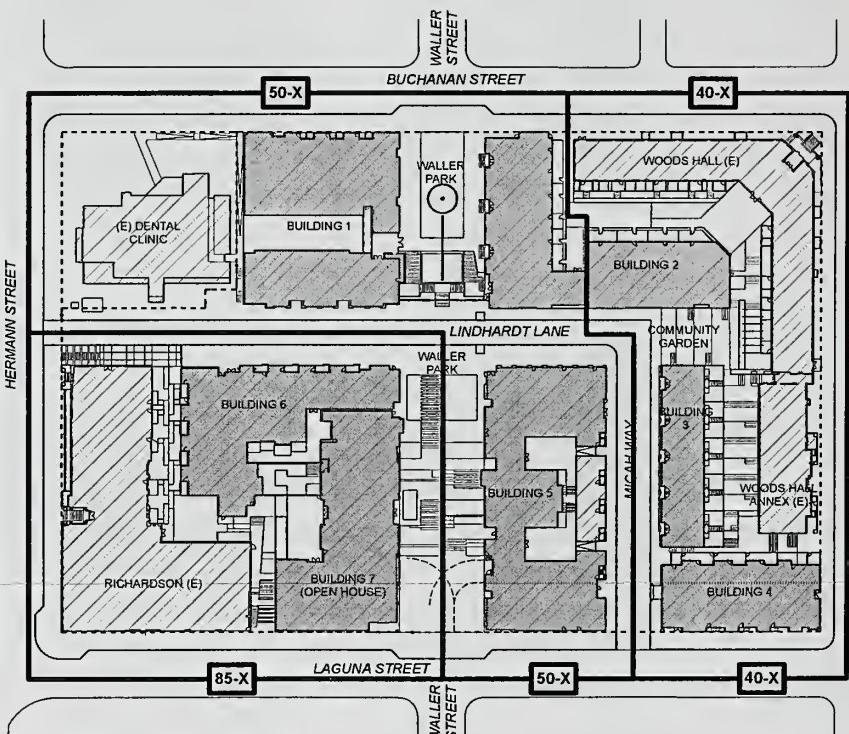
The project would provide a total of approximately 352 on-site parking spaces.³ Approximately 127,360 sq. ft. would be devoted to off-street parking in four below-grade parking garages between one to three levels deep (334 spaces) and 18 spaces would be surface spaces on Micah Way or Lindhardt Lane. The four parking garages and surface spaces would include approximately 10 spaces for car share organizations, 22 handicapped accessible spaces, and 51 spaces for the exclusive use of the dental clinic (15 on-street spaces on-site and 36 off-street spaces in a separate underground garage next to the dental clinic). Approximately 18 on-street

² San Francisco Planning Department, December 2004.

³ Note that the number of parking spaces has increased by 67 parking spaces compared with the project description provided in the Initial Study, published on May 6, 2006 (see Appendix A).



Proposed Zoning Districts



Proposed Height and Bulk Districts

| | |
|--|------------------------|
| | Existing Buildings |
| | Proposed New Buildings |

Figure 7 Proposed Zoning and Height and Bulk District Boundaries

SOURCE: Van Meter Williams Pollack, LLP, 2006

parallel parking spaces would be provided along the interior streets of the project site, 15 of which would be for the use of the dental clinic during the day and for the residents at night; the remaining three spaces would be for residential uses only. The residential parking spaces would include car storage opportunities for residents who own cars but would only use them occasionally, possibly through the use of mechanical car lifts. Parking fees would be charged to residents who choose to store their car on site, but would not be charged to those who do not have a car, nor would the parking fees be included in the residents' base rental payments or purchase price. About 104 secure, on-site bike parking would be available throughout the site for use by residents, and additional sidewalk bicycle racks would be available for visitor bicycle parking.

Vehicular and Pedestrian Circulation

The primary vehicular entrance into the site would be along Laguna Street at Waller Street in the location of the current entrance to the former UC Extension Campus, where a new interior private drive court would be constructed at the former Waller Street right-of-way, just west of Laguna Street, to provide a vehicular access point to the large below-grade parking garage. Pedestrians would be able to walk through the length of the former Waller Street right-of-way to reach Buchanan Street via the proposed Waller Park improvements detailed above. To help facilitate circulation throughout the site for vehicles and pedestrians, the project proposes to add two new streets within the project site. "Micah Way" would provide for vehicle ingress and egress onto the site off Laguna Street at the approximate midpoint between Haight and Waller Streets. "Lindhart Lane," extending from the termination point of Micah Way on a north-south trajectory, would be a two-way interior private street that would allow vehicle ingress from and egress onto Hermann Street; vehicles exiting onto Hermann Street would be restricted to a right turn only, enforced through the use of signage. Micah Way and Lindhart Lane would provide direct access to three parking garages on the site as well as to at-grade parallel parking spaces along these new interior streets.

There would be approximately eight locations where residents could access the site (about two entrances on each of the four peripheral streets), as well as individual unit entrances.

Construction Schedule and Phasing

Project construction would occur in three overlapping phases, spanning from early 2008 to early 2011, lasting approximately 36 months. The project site is expected to be fully occupied by 2013.

The proposed project would excavate to a depth of between 12 to 20 feet for the construction of the underground parking garages and would remove approximately 40,000 cubic yards of soil. The proposed buildings would be constructed on a concrete mat foundation that would not require pile driving but may require rock hammering. Most construction materials, storage, and construction worker parking would be provided on-site.

C. Project Sponsor's Objectives

According to the project sponsor, the 55 Laguna Mixed Use project is designed to accommodate a portion of the demand for new housing close to downtown that is near transit, jobs, retail services, cultural institutions, and regional transportation. Specific project objectives of the Regents of the University of California, as well as A.F. Evans Development, Inc. and openhouse, are provided below:

The objectives of the Regents of the University of California include the following:

1. Convey the property to a development team qualified to develop the property in a financially feasible manner that contributes to the quality of life of the surrounding neighborhood and the City of San Francisco.
2. Retain the existing UCSF Dental Clinic.
3. Fulfill fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission.

The objectives of A.F. Evans Development, Inc. and openhouse include the following:

1. Provide moderate-density housing near downtown and accessible to various modes of public transit, thereby implementing the objectives of the General Plan Housing Element to construct additional residential units in established neighborhoods that will contribute significantly to the City's housing supply.
2. Provide a variety of housing types for a broad range of households, including studio, one-bedroom and multi-bedroom units and including below market rate units pursuant to the inclusionary affordable housing requirements of Sections 315-315.9 of the Planning Code.
3. Develop a mixed-use project that is generally consistent with the objectives and policies of the draft Market and Octavia Better Area Plan and with the Planning Department's Policy Guide to Considering Reuse of the University of California Berkeley Extension Laguna Street Campus (December 2004).
4. Provide residential units in several different buildings, including both adaptive re-use of portions of the existing on-site buildings and in new construction, in order to provide a variety of architectural expressions and lifestyle choices.
5. Provide independent living units targeted to the lesbian, gay, bisexual, and transgender (LGBT) senior communities, combined with comprehensive social, educational, and health services for LGBT seniors both in residence and from the community at large.
6. Seismically retrofit and adaptively reuse the majority of the existing buildings on the site where feasible.
7. Reintroduce the former Waller Street right-of-way as a publicly accessible way through the site to subdivide the site into two development blocks and provide publicly accessible open space.

8. Create neighborhood serving retail space and community serving space to serve the needs of both project residents and area neighbors.
9. Create a series of public, semi-public and private open spaces at the ground level of the project to provide neighborhood open space amenities and pedestrian access through the site, provide protected internal courtyards for use by residents, and to break up the mass of the project into several discrete buildings.
10. Provide adequate on-site parking primarily in underground garages to meet the needs of the project and the UCSF Dental Clinic, while allowing residents the option of not having a parking space should they not desire one.
11. Provide space for an on-site car sharing operation to serve project residents and neighbors.
12. Construct a high-quality residential mixed-use development that produces a reasonable return on investment for the project sponsors and their investors and is able to attract both equity investors, construction, and permanent financing.

D. Project Approvals

This EIR will undergo a public comment period as noted on the cover, including a public hearing before the Planning Commission on the Draft EIR. Following the public comment period, responses to written and oral comments will be prepared and published in a Comments and Responses document. The Draft EIR will be revised as appropriate and, with the Comments and Responses, presented to the Planning Commission for certification as to accuracy, objectivity, and completeness. No approvals or permits may be issued before the Final EIR is certified.

The proposed project is subject to review and approval by agencies with appropriate jurisdiction, including various City agencies and commissions, as well as the UC Regents. In order for the project to proceed, the following approvals would be required:

- San Francisco Planning Commission certification of the EIR.
- San Francisco Planning Commission approval of a conditional use of the site as a Planned Unit Development (PUD).
- San Francisco Planning Commission recommendation to the Board of Supervisors on the General Plan Amendment, proposed rezoning, and adjustments to the Height and Bulk Districts.
- San Francisco Board of Supervisors approval of the General Plan Amendment, as well as zoning map and text amendments, to establish the proposed RTO/NCT-3 Use District of the site or to create a Mixed-Use Special Use District, and an adjustment of the existing Height and Bulk District on the site from 40-X and 80-B to 40-X, 50-X, and 85-B, to allow for increased building heights on the project site.
- San Francisco Department of Building Inspection approval of building permit applications for new or altered buildings.

- San Francisco Department of Public Works approval of new curb cuts on Hermann and Laguna Streets to provide site access.
- UC Regents approval of the ground lease to the project sponsors.
- San Francisco Board of Supervisors approval of a tree removal permit (if various trees on the property would be removed, and were officially designated as “landmark” trees under the landmark and significant tree ordinance).
- San Francisco Department of Public Works approval of a tree removal permit for removal and replacement of “significant trees” under the landmark and significant tree ordinance.

CHAPTER III

Environmental Setting and Impacts

A. Land Use, Plans, and Policies

This section presents a discussion of existing land uses and zoning at the project site and vicinity and describes how the proposed project could change the physical arrangement of land uses on the project site, to the extent that such changes have an adverse impact on the character of the site's vicinity. A discussion of applicable plans and policies, including policies from the draft Market and Octavia Neighborhood Plan, including recent revisions, is also provided in this section for informational purposes.

Existing Land Uses

Project Site

The project site is located at 55 Laguna Street in San Francisco's Hayes Valley Neighborhood, at the former University of California-Berkeley Extension Campus. The 5.8-acre project site is located on two contiguous blocks north of Market Street (Block 857, Lots 1 and 1a; and Block 870, Lots 1, 2, and 3), bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west (see Figure 1 on page II-2).

The project site slopes steeply from the northwest to the southeast, generally from an elevation of about 170 feet above sea level (asl) at the corner of Buchanan and Haight Streets, to an elevation of about 90 feet asl at the corner of Hermann and Laguna Streets, for a total elevation change of about 80 feet. The site is terraced into two areas forming the upper and lower parking lots; the upper terrace which parallels Buchanan Street, and the lower terrace which parallels Laguna Street.

The site contains five existing buildings totaling 119,910 square feet (sf), four of which were used by the University of California, Berkeley as an extension campus and by the French-American International School (FAIS) until 2003. These now-unoccupied buildings include Woods Hall, Woods Hall Annex, Richardson Hall, and Middle Hall. The fifth building, located on the southeastern corner of the project block at the intersection of Hermann and Buchanan Streets, is a two story dental clinic approximately 18,000 square feet in size that is currently occupied by the University of California San Francisco (UCSF) Dental School. The UCSF Dental School is housed in a modern-style building, built in the late 1970s, and is separated from the street by a drop in grade elevation, which requires a bridge from Buchanan Street for pedestrian access.

Along the site's perimeter are long, tall, stepped retaining walls ringing the south, east, north and portions of the site's west sides. At two full city blocks, the project site is also characterized by its unbroken length along Laguna and Buchanan Streets. Waller Street, which used to pass through the site, was vacated by the City in 1922 and transferred to the San Francisco State Teacher's College. Several pedestrian paths weave through the site.

Project Area

North of the project site is the Western Addition neighborhood, consisting of mostly attached, low-rise, single- and multi-family units. To the west is the Duboce Triangle neighborhood, which is also predominantly residential. To the east is Hayes Valley, a mixed-use neighborhood consisting of medium-density residential uses, many with ground-floor retail. Market Street, to the south, contains a mix of residential, commercial, and institutional uses in the area around the project site.

Diagonally across the intersection of Buchanan and Haight Streets, to the project site's northwest, are 195 units of mixed income housing in three-story, multi-family buildings that comprise the HOPE VI Western Addition housing development.¹ The project vicinity includes a mix of building heights. To the north along Haight Street are primarily three- to four-story residential uses; on the northeast corner of Buchanan and Haight Streets, is an approximately 80-foot-high apartment building. Adjacent to and south of the site are about four apartment buildings approximately 50 to 80 feet high that extend the full length of Herman Street between Buchanan and Laguna Streets, as well as a single-story institutional use, the AIDS Health Project. Immediately east of the project site along Laguna Street are mid-rise apartment buildings which range in height from four to seven stories, as well as smaller, low-rise residential buildings. Mid-rise apartment buildings which surround the project site are located primarily on corner lots, with smaller low-rise residential buildings located toward the center of the peripheral blocks. The recently-constructed Church Street apartments contain 93 units located at Church and Hermann Streets, about one block southwest of the project site, and a child care center open to the public.

Diagonally across the intersection of Herman and Buchanan Streets to the site's southwest, is the approximately 60-foot-tall United States Mint. This massive, art deco style structure sits atop an exposed rock base, its perimeter secured by cyclone fencing. At the bottom of the hill, half a block further to the site's southwest is the Safeway Shopping Center at Market and Church Streets, which is surrounded by small-scaled retail shops along Church and Market Streets and nearby residential buildings. The Safeway store is at the rear of the site, with a large surface parking lot facing Market Street; several small retail storefronts line its eastern side. Behind the Safeway, along Duboce Avenue, is a Class I bikeway (bicycle path), the Market Street Historic Railway Museum and a recycling center.

¹ HOPE VI stands for "Housing Opportunities for People Everywhere" and is a program of the United States Department of Housing and Urban Development (administered locally by the San Francisco Housing Authority) that seeks to revitalize old and severely distressed public housing with new, attractively designed townhouses and flats that are compatible with their neighborhoods.

North and east of the project site are a number of non-profit, community-oriented uses. The Walden House adolescent facility, specializing in the treatment of behavioral, mental health, and substance abuse problems, is located on Haight Street. Near the intersection of Market Street and Octavia Boulevard, the historic Carmel Fallon Building connects to a modern addition forming the Lesbian, Gay, Bisexual, and Transgender Center (“The LGBT Center”). The 40,000-square-foot LGBT Center houses more than 17 non-profit organizations and provides community meeting space, computer labs, a reading room, children’s room, cafe, and art exhibition space. Across the street from the LGBT Center on Waller Street is the First Baptist Church.

Six parks and open spaces are located within $\frac{1}{4}$ mile of the project site, including: Koshland Park, Duboce Park, Patricia’s Green in Hayes Valley, Rose Page Mini-Park, and Octavia Plaza. Koshland Park is a local park that occupies a quarter of a city block on the corner of Buchanan and Page Streets, about a block north of the project site. The over 37,000-square-foot park includes a playground, communal garden space and seating areas. Three blocks west of the project site is Duboce Park, bounded by Duboce Avenue and Herman, Steiner and Scott Streets, a well used park providing over 190,000 sq. ft. of open space containing a sloping grassy field and a recently renovated playground with a basketball court at its upper end. To the northeast of the project site is Patricia’s Green, a recently completed public park located between Hayes and Fell Streets within the center of the Octavia Boulevard right-of-way. Patricia’s Green contains turf and hardscape areas with seating. Rose Page Mini-Park is between Rose and Page Streets and between Laguna and Octavia Streets, and is about the size of one residential lot. Two small open spaces are located near the terminus of the recently completed Central Freeway at Market Street. At the southwest corner of the freeway terminus and Market Street is Octavia Plaza, a small open space. East of the freeway terminus is McCoppin Square, a small open space at the end of McCoppin Street.

Other publicly accessible parks and open spaces over one half-mile from the project site include Jefferson Square Playground, Dolores Park, and the Civic Center Plaza.

Plans and Policies

San Francisco General Plan

The San Francisco General Plan contains 10 elements (Commerce and Industry, Recreation and Open Space, Residence, Community Facilities, Urban Design, Environmental Protection, Transportation, Air Quality, Community Safety, and Arts) that provide goals, policies, and objectives for the physical development of the city. In addition, the General Plan includes area plans that outline goals and objectives for specific geographic planning areas. The following General Plan policies and objectives are among those applicable to the proposed project:

Housing Element

Objective 1: Provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.

- Policy 1.4: Locate in-fill housing on appropriate sites in established residential neighborhoods.
- Policy 1.5: Support development of affordable housing on surplus public lands.
- Policy 1.7: Encourage and support the construction of quality, new family housing.
- Objective 4: Support affordable housing production by increasing site availability and capacity.
- Policy 4.2: Include affordable units in larger housing projects.
- Policy 4.5: Allow greater flexibility in the number and size of units within established building envelopes, potentially increasing the number of affordable units in multi-family structures.
- Objective 6: Protect the affordability of existing housing.
- Policy 6.2: Ensure that housing developed to be affordable is kept affordable.
- Policy 6.5: Monitor and enforce the affordability of units provided as a condition of approval of housing projects.
- Objective 11: In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San Francisco's desirable urban fabric and enhance livability in all neighborhoods.
- Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.
- Policy 11.2: Ensure housing is provided with adequate public improvements, services, and amenities.
- Policy 11.3: Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement.
- Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.
- Policy 11.6: Employ flexible land use controls in residential areas that can regulate inappropriately sized development in new neighborhoods, in downtown area and in other areas through a Better Neighborhoods type planning process while maximizing the opportunity for housing near transit.
- Policy 11.7: Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.
- Policy 11.8: Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.
- Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood character and scale.
- Policy 11.10: Include energy efficient features in new residential development and encourage weatherization in existing housing to reduce overall housing costs and the long-range cost of maintenance.

Transportation Element

- Objective 1: Meet the needs of all residents and visitors for safe, convenient, and inexpensive travel within San Francisco and between the city and other parts of the region while maintaining the high quality living environment of the Bay Area.
- Policy 1.2: Ensure the safe and comfort of pedestrians throughout the city.
- Policy 1.3: Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.
- Objective 3: Maintain and enhance San Francisco's position as a regional destination without inducing a greater volume of through automobile traffic.
- Objective 11: Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.
- Policy 11.3: Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.
- Objective 34: Relate the amount of parking in residential and neighborhood commercial districts to the capacity of the city's street system and land use patterns.
- Policy 34.1: Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.
- Policy 34.3: Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

Commerce and Industry Element

- Objective 1: Manage economic growth and change to ensure enhancement of the total city living and working environment.
- Policy 1.1: Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has undesirable consequences which cannot be mitigated.
- Objective 6: Maintain and strengthen viable neighborhood commercial areas easily accessible to city residents.
- Policy 6.1: Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity of those districts.
- Policy 6.7: Promote high quality urban design on commercial streets.

Urban Design Element

- Objective 1: Emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and a means of orientation.
- Policy 1.2: Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Objective 3: Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.
- Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.
- Policy 3.3: Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

Recreation and Open Space Element

- Objective 4: Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.
- Policy 4.5: Require private usable outdoor space in new residential development.
- Policy 4.6: [with extended excerpts] Assure the provision of adequate public open space to serve new residential development. The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.
- The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public. Such land could also be dedicated to the City, with a fee to cover development costs or with the land improved by the developer prior to dedication. Alternatively, the developer could pay a fee in-lieu of land dedication based on the fair market value of the land that would be required for land acquisition, plus development costs. The City would use the funds to provide the open space at some other location.

Air Quality Element

- Objective 3: Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Policy 3.1: Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.
- Policy 3.2: Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.
- Policy 3.4: Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.

- Policy 3.6:** Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

The San Francisco General Plan, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. Any physical environmental impacts that could result from such conflicts are analyzed in this EIR. The compatibility of the project with General Plan policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project and any potential conflicts identified as part of that process would not alter the physical environmental effects of the proposed project.

Draft Market and Octavia Area Plan, September 2006

The project site is located within the Market and Octavia Area Plan Area, which is an irregularly-shaped area of approximately 376 acres in north-central San Francisco consisting of portions or all of the Mid-Market, Civic Center, Hayes Valley, Western Addition, Duboce Triangle, Castro, Inner Mission and South of Market neighborhoods (see Figure 8, Market and Octavia Area Plan Area). The draft Market and Octavia Area Plan was published by the San Francisco Planning Department on September 2006, as part of the City's Better Neighborhoods Program, a community-based planning effort to refine citywide goals to the needs of the neighborhood as well as to encourage the production of housing. The Better Neighborhoods Program focuses on three planning areas, including the area around Market and Octavia Streets, which includes the project site, as well as the Central Waterfront, and Balboa Park.

As the sponsor of the Market and Octavia Plan, the City has identified as the Plan's overriding goal of realizing the vision of:

...an urban neighborhood that provides for a mix of people of various ages, incomes, and lifestyles – a place where everyday needs can be met within a short walk on a system of public streets that are easy and safe to get around on foot, on bicycle, and by public transportation. A place intimately connected to the city as a whole, where owning a car is a choice, not a necessity, and streets are attractive and inviting public spaces. A neighborhood repaired and rejuvenated by building on the strengths of its long-standing character, yet inherently dynamic, creative, and evolving.

The draft Market and Octavia Plan is a means for implementing an innovative set of land use controls, urban design guidelines, and public space and transportation system improvements to create a dense, vibrant and transit-oriented neighborhood. The Plan's proposed controls encourage new housing and enhance the urban environment in a variety of ways. The Plan is intended to function as a model for reweaving the urban fabric in other neighborhoods that are interested in amplifying the benefits of a vibrant transit-oriented settlement pattern for such neighborhoods. The draft Plan proposes mixed-use zoning districts and a concentration of activities along established commercial streets, small-scale neighborhood-serving retail uses clustered at street intersections, and other commercial-service uses in residential districts; new housing is encouraged close to transit and services.



— Neighborhood Plan Boundary

■ Project Site

0 1000
Feet

Figure 8 Market & Octavia Neighborhood Plan Area

SOURCE: San Francisco Planning Department, 2006

In order to achieve the Market and Octavia Plan's goals, the Plan proposes two new zoning districts:, Residential Transit-Oriented (RTO), and Neighborhood Commercial-Transit (NCT-3). The Plan would also amend the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Transit Oriented (NCT) Special Use Districts and create the Van Ness/Market Residential Special Use District. Generally, this Special Use District would supplement the Downtown General (C-3-G) district in the area around Market Street and Van Ness Avenue. NCT-3 would replace existing residential and commercial designations in moderate density neighborhoods including Hayes Valley, Upper Market Street, and SoMa West that are well served by transit. RTO districts would replace Residential Mixed-Use (RM) and Residential Three-Family (RH-3) Districts in the Hayes Valley, SoMa West, and Upper Market Street neighborhoods. Small areas of existing Residential One-Family (RH-1) and Residential Two-Family (RH-2) zoning would remain unchanged under the Plan.

RTO districts would encourage moderate density, multi-family, residential infill in scale with what currently exists. Because of the high availability of transit service and the proximity of retail and services within walking distance, car-free housing is common and would be encouraged, and residential parking would be limited. Small-scale retail activities serving the immediate area are permitted at intersections. In NTC districts, parking requirements and housing density controls would be revised to encourage housing above ground-floor retail uses. The Market and Octavia Plan's proposed zoning changes would eliminate residential density controls to allow for residential infill within a prescribed building form, refine height and bulk controls, implement urban design guidelines that preserve mid-block open spaces and sunlight to streets, and establish building forms compatible with the existing neighborhood character. The Plan also contains proposed design guidelines and height limits, which are generally based on the existing built form for the area and its surroundings and the natural topography of the land.

As part of the proposed 55 Laguna Mixed Use project and assuming the Market and Octavia Area Plan and associated rezoning are adopted prior to project approvals, the project applicant proposes rezoning of the project site (except the dental clinic) from P (Public) to RTO and NTC-3 to accommodate the project's proposed uses.

Although not yet adopted as part of the General Plan, the draft Market and Octavia Area Plan contains a number of policies and objectives pertinent to the proposed project, presented here for informational purposes:²

Objective 1.1: Create a land use plan that embraces the Market and Octavia Neighborhood's potential as a mixed-use urban neighborhood.

Policy 1.1.2: Concentrate more intense uses and activities in those areas best served by transit and most accessible on foot.

Policy 1.1.3: Encourage housing and retail infill to support the vitality of the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts.

² The Market and Octavia Plan Draft EIR (DEIR) was published on June 25, 2005 and the Draft Comments and Responses was published on September 26, 2006. These documents are available for review by appointment at the Planning Department, 1660 Mission Street, San Francisco, in File No. 2003.0347E.

- Policy 1.1.9: Allow small-scale neighborhood-serving retail and other community-serving uses at intersections in residential districts.
- Policy 1.1.10: Recognize the importance of public land and preserve it for future uses.
- Objective 1.2: Encourage urban form that reinforces the Plan Area's unique place in the city's larger urban form and strengthens its physical fabric and character.
- Policy 1.2.1: Relate the prevailing height of buildings to street widths throughout the plan area.
- Policy 1.2.2: Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.
- Objective 2.2: Encourage construction of residential infill throughout the Plan Area.
- Policy 2.2.2: Ensure a mix of unit sizes is built in new development and is maintained in existing housing stock.
- Policy 2.2.3: Eliminate residential parking requirements and introduce a maximum parking cap.
- Policy 2.2.4: Encourage new housing above ground-floor commercial uses in new development and in expansions of existing commercial buildings.
- Objective 2.4: Provide increased housing opportunities affordable to households at varying income levels.
- Policy 2.4.1: Disaggregate the cost of parking from the cost of housing.
- Policy 2.4.3: Encourage innovative programs to increase housing rental and ownership opportunities and affordability.
- Objective 3.1: Encourage new buildings that contribute to the beauty of the built environment and the quality of streets as public space.
- Policy 3.1.1: Ensure that new development adheres to principles of good urban design.
- Objective 3.2: Promote the preservation of notable historic landmarks, individual historic buildings, and features that help to provide continuity with the past
- Policy 3.2.5: Preserve landmark and other buildings of historic value as invaluable neighborhood assets.
- Policy 3.2.6: Encourage rehabilitation and adaptive reuse of historic buildings and resources.
- Policy 3.2.12: Encourage new building design which respects the character of nearby older development.
- Policy 3.2.13: Promote preservation incentives that encourage reusing older buildings.
- Policy 3.2.17: To maintain the City's supply of affordable housing, historic rehabilitation projects may need to accommodate other considerations in determining the level of restoration.
- Objective 4.1: Safe and Comfortable public rights-of-way for pedestrian use and for the public life of the neighborhood.
- Policy 4.1.1: Widen sidewalks and shorten pedestrian crossings with corner plazas and boldly marked crosswalks where possible without affecting traffic lanes.
- Policy 4.1.2: Enhance the pedestrian environment by planting trees along sidewalks, closely planted between pedestrians and vehicles.

- Policy 4.1.5: Do not allow the vacation of public rights-of-way, especially alleys. Where new development creates the opportunity, extend the area's alley network.
- Objective 5.2: Develop and implement parking policies for areas well served by public transit that encourage travel by public transit and alternative transportation modes and reduce traffic congestion.
- Policy 5.2.1: Eliminate minimum off-street parking requirements and establish parking caps for residential and commercial parking.
- Policy 5.2.2: Encourage the efficient use of space designated for parking.
- Policy 5.2.6: Make the cost of parking visible to users.
- Objective 5.3: Eliminate or reduce the negative impact of parking on the physical character and quality of the neighborhood.
- Policy 5.3.1: Encourage the fronts of buildings to be lined with active uses and, where parking is provided, require that it be setback and screened from the street.
- Objective 5.4: Existing parking resources that are managed to maximize service and accessibility to all.
- Policy 5.4.7: Support innovative mechanisms for local residents and businesses to share automobiles.
- Objective 5.5: Establish a bicycle network that provides a safe and attractive alternative to driving for both local and citywide traveling needs.
- Policy 5.5.2: Provide secure and convenient bicycle parking throughout the plan area.
- Objective 6.1: Ensure that new development is innovative and yet carefully integrated into the fabric of the area.
- Policy 6.2.2: Any future reuse of the UC Berkeley Laguna Campus should balance the need to reintegrate the site with the neighborhood and to provide housing, especially affordable housing, with the provision for public uses such as education, community facilities, and open space.

Additional Text: At 5.8 acres in size, this site is the largest property under single ownership in the plan area. The site is surrounded by a mix of small-scale, 2- and 3-story walk-ups and a scattering of larger apartment buildings, with significant retail and cultural uses to the south along Market Street. Any new development on the site should be carefully organized around a comprehensive master plan that responds to the unique challenges of such a large site surrounded by a relatively fine-grained urban fabric within a cluster of historic buildings.

The September 2006 draft Plan identifies the project site as zoned (P) Public because the Plan EIR did not analyze a potential rezoning of the site. As noted in the Project Description (see Chapter II) and discussed above, the project applicant proposes to seek rezoning of most of the project site, as part of the proposed 55 Laguna Mixed Use Project, from P to RTO and NCT-3 to accommodate the project's proposed uses, which would not be permitted in a P use district. Should the new Market-Octavia Area Plan zoning classifications not be adopted prior to project approvals, the project application would seek rezoning of the project site to a Mixed-Use Special Use District incorporating the major provisions of the proposed RTO and NCT-3 zoning

classifications, except for the dental clinic, which would remain in a P zoning district. Maintenance of the P zoning would preclude implementation of the proposed project and the project would require an amendment to the plan and a rezoning. As mentioned above, the dental clinic site would not require an amendment to the plan or a rezoning, as this area would remain within its current P zoning designation.

As to height limits, Planning Department staff currently proposes that the existing height limits on the project site (40-X and 80-B, as discussed below under Zoning, and illustrated on Figure 9) be maintained under the Plan and an increase to 40-X, 50-X and 85-X be considered through this Plan amendment and height district reclassification process.

University of California Berkeley Laguna Street Campus Policy Guide

The potential re-use of the University of California Berkeley Extension site was not contemplated by the draft Market & Octavia Neighborhood Plan when it was originally prepared in 2002. Therefore, the Planning Department in 2004 prepared the *Policy Guide to Considering the Reuse of the University of California Berkeley Extension Laguna Street Campus* (hereafter “Policy Guide”) to extend the principles and policies of the draft Market and Octavia Neighborhood Plan to the proposed project site. The Policy Guide identifies relevant policies, planning goals, and urban design standards for the site, including those pertaining to historic resources, block and lot pattern, topography, streets and open spaces, land use and transportation, and the height and scale of buildings. The goals and policies for the project site contained in the *Policy Guide* have been superseded by those included in the September 2006 draft of the Market & Octavia Area Plan.

The Sustainability Plan

In 1993, the San Francisco Board of Supervisors established the Commission on San Francisco’s Environment, charged with, among other things, drafting and implementing a plan for San Francisco’s long-term environmental sustainability. The notion of sustainability is based on the United Nations definition that “a sustainable society meets the needs of the present without sacrificing the ability of future generations and non-human forms of life to meet their own needs.” The *Sustainability Plan for the City of San Francisco* was a result of community collaboration with the intent of establishing sustainable development as a fundamental goal of municipal public policy (Department of the Environment, 1997).

The Sustainability Plan is divided into 15 topic areas, 10 that address specific environmental issues (air quality; biodiversity; energy, climate change and ozone depletion; food and agriculture; hazardous materials; human health; parks, open spaces, and streetscapes; solid waste; transportation; and water and wastewater), and five that are broader in scope and cover many issues (economy and economic development, environmental justice, municipal expenditures, public information and education, and risk management). Additionally, the Sustainability Plan contains indicators designed to create a base of objective information on local conditions and to illustrate trends toward or away from sustainability. Although the Sustainability Plan became official City policy in July 1997, the Board of Supervisors has not committed the City to perform all of the actions addressed in the plan. The Sustainability Plan serves as a blueprint, with many

of its individual proposals requiring further development and public comment. The proposed project would respond affirmatively to many of the environmental issues contained in the Sustainability Plan.

Planning Code (Zoning)

The San Francisco Planning Code, including the City Zoning Maps, implements the General Plan and governs permitted uses, densities and the configuration of buildings in San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless the proposed action conforms to the Planning Code, or an exception is granted pursuant to provisions of the Planning Code, or a reclassification of the site (amendment to the Code) is made.

The project site is in a P (Public) District and an 80-B and a 40-X Height and Bulk District. A P district is applicable to land owned by a governmental agency that is in some form of public use, including open space. Principal permitted uses in P districts include structures and uses of the City and County of San Francisco as well as other governmental agencies, including accessory nonpublic uses, when in conformity with the General Plan and the provisions of other applicable codes, ordinances, and regulations (Planning Code Section 234.1[b]). Certain uses are conditionally permitted in a P District, such as schools, childcare, social services, religious institutions, parking, open recreation and horticulture, and public facilities and utilities. Residential uses are not permitted in P districts except for dormitories or other housing owned and operated by a permitted governmental, educational, or religious institution.

The northern portion of the project site, as well as its Buchanan Street frontage is in a 40-X Height and Bulk District. The "X" designation means that building height up to 40 feet is permitted and no bulk requirements apply (see Figure 9, page III.A-14. Existing Height and Bulk Districts). The southeastern portion of the project site, closest to Market Street, is in an 80-B Height and Bulk District. This designation means that building height up to 80 feet are permitted and building bulk above 50 feet in height is restricted to a maximum diagonal dimension of 125 feet.

Height limits in the project vicinity range from 40-105 feet, including a 40-X Height and Bulk District west of the site; a 50-X District to the site's east between Gough Street and Octavia Boulevard; an 80-A District northeast of the site, north of Haight Street between Laguna Street and Octavia Boulevard; and a 105-E District south of Haight Street, generally encompassing Waller Street to the south, and the eastern frontage of Octavia Boulevard from Waller Street to Page Street to the north.

As shown in Figure 10 on page II.A-15 Existing Use Districts, the project site is zoned P, while properties to the north of the project site are zoned RM-2 and RH-3 (Residential, Mixed District, Moderate Density; and Residential House District, Three-Family, respectively); zoning to the east of the project site includes RH-3 and RM-2 Districts; and, zoning to the south includes an RM-3 District, along Market Street an NC-3 District (Moderate-Scale Neighborhood Commercial), and a P District to the site's southwest at the location of the United States Mint. Figure 11 on page III.A-16 shows proposed zoning districts under the proposed Market and Octavia plan.

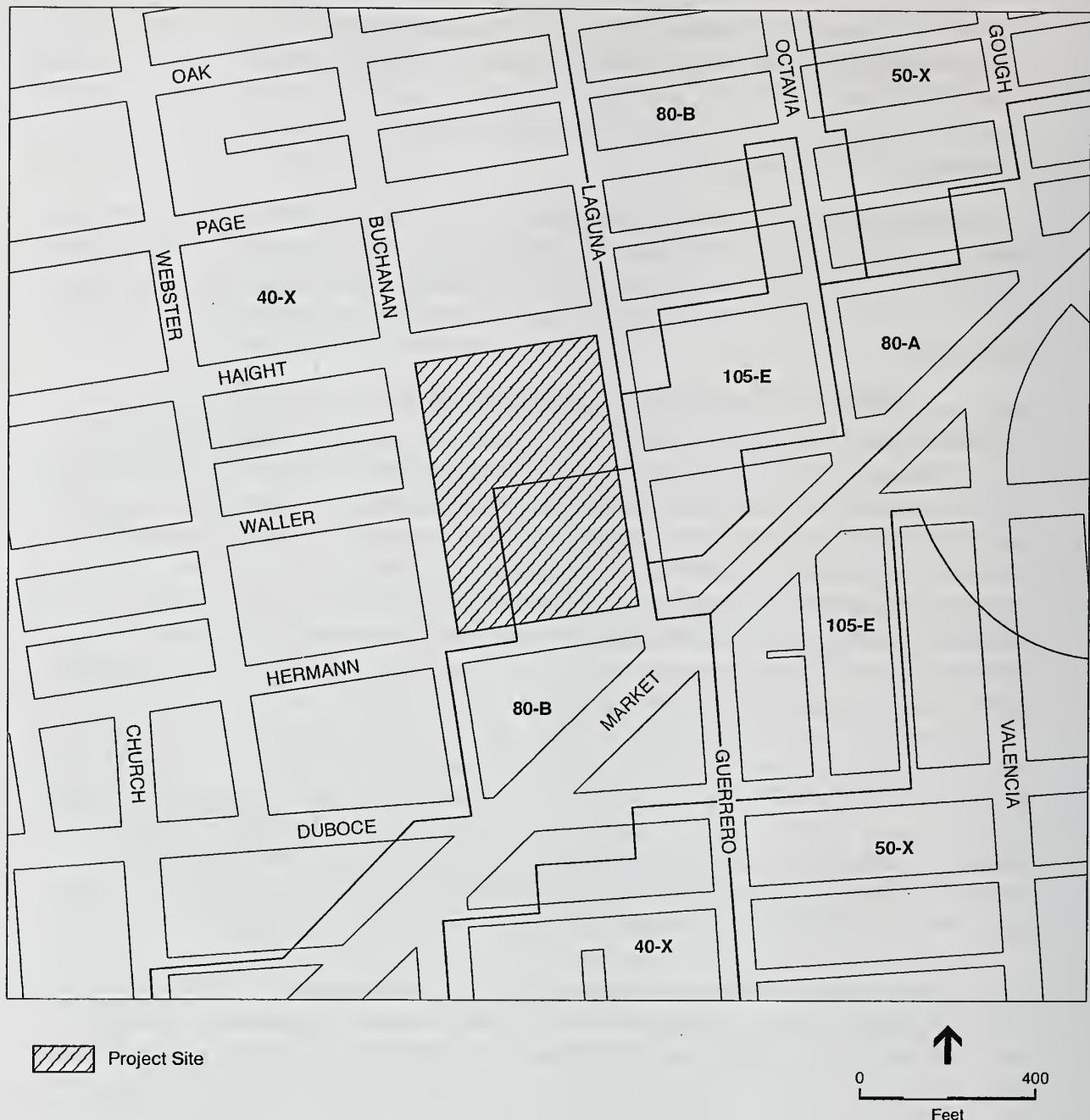


Figure 9 Existing Height and Bulk Districts

SOURCE: ESA, 2005



— Neighborhood Plan Boundary

Project Site

Residential Districts

- RH-1 Residential One-Family
- RH-2 Residential Two-Family
- RH-3 Residential Three-Family
- RM-1 Residential Low Density
- RM-2 Residential Moderate Density
- RM-3 Residential Medium Density

Neighborhood Commercial Districts

- NC-1 Neighborhood Commercial Cluster
- NC-3 Moderate-Scale Neighborhood Commercial

Designated Neighborhood Commercial Districts (NCD)

- Hayes-Gough NCD
- Upper Market NCD
- Valencia Street NCD

Downtown Commercial Districts

- C-3-G Downtown General Commercial

- C-3-S Downtown Support

- C-M Heavy Commercial

Public

- P Public

South of Market Districts

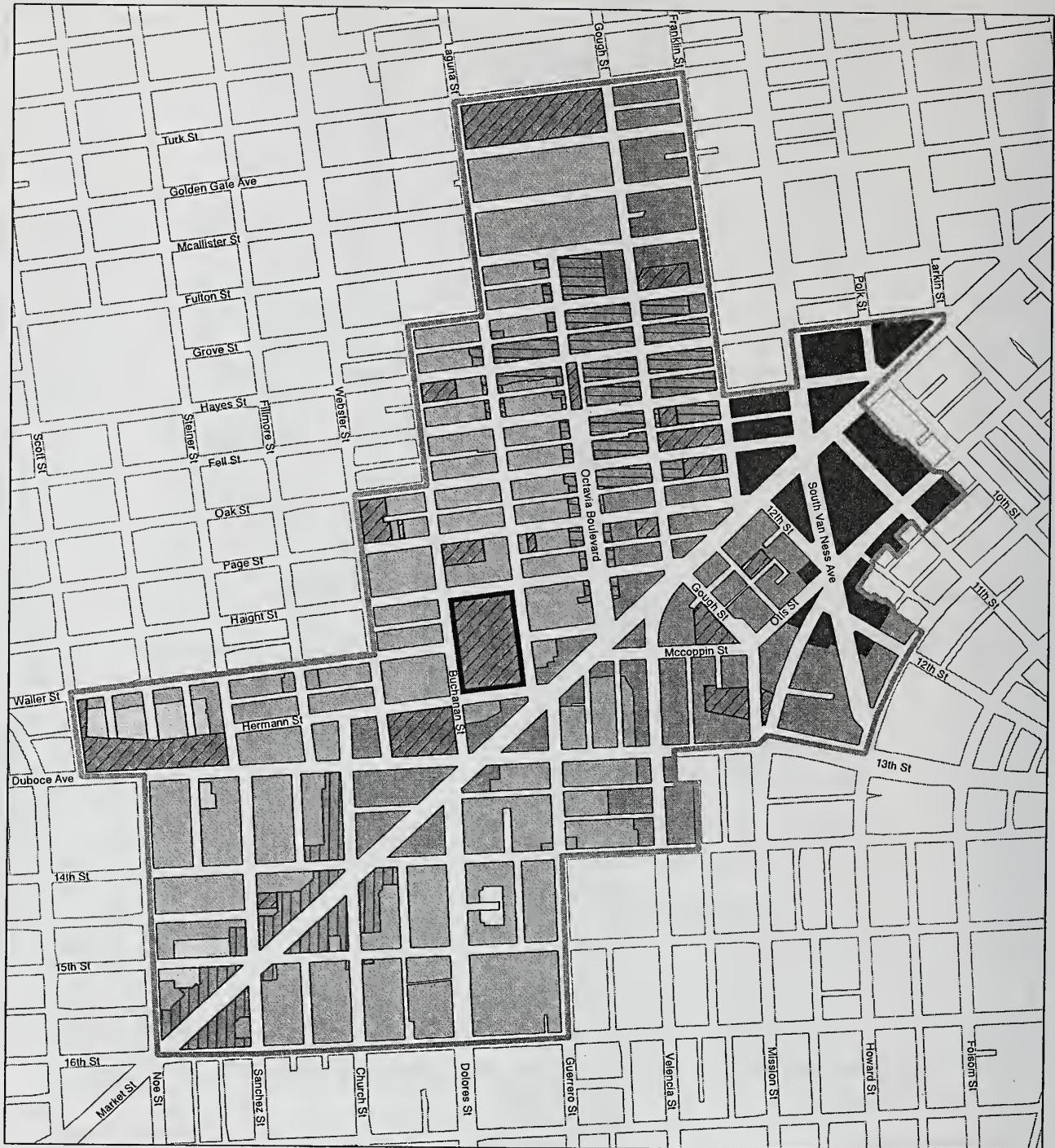
- RED Residential Enclave Districts

- SLR Service/Light Industrial/Residential Mixed Use District



Figure 10 Existing Use Districts

SOURCE: San Francisco Planning Department, 2006



| Public | Residential | Neighborhood Comm'l Districts | Van Ness/Market Residential Special Use District |
|--------------|-------------|-------------------------------|--|
| P | RTO | NCT-3 | C-3-G |
| Project Site | RH-1 | NC-1 | |
| | RH-2 | HAYES NCT | |
| | | UPR MARKET NCT | |

↑
0 1000
Feet

Figure 11 Proposed Land Use Districts

SOURCE: Market & Octavia C&R, September, 2006

Proposed zoning districts under the plan that are immediately adjacent to the project site are primarily zoned RTO, with a smaller amount zoned NCT-3 closest to Market Street.

Publicly zoned properties in the Market and Octavia Neighborhood Plan Area that are open space or park uses include Duboce Park, Jefferson Square Playground, Koshland Park, Rose-Page Mini Park, Patricia's Green, and the Hayes Valley Playground and Community Center. Publicly zoned properties in the Market and Octavia Neighborhood Plan Area that are institutional, civic, or educational uses include the project site, the United States Mint, John Muir Elementary School, Bessie L. Smith Childcare Center, the San Francisco Community College Administration Building, and the San Francisco Department of Human Services Office Building, among other educational or institutional uses. All P-zoned properties in the Market and Octavia Neighborhood Plan Area are also shown in Figure 10 on page III.A-15. Including the project site, a total of approximately 30 acres of P-zoned properties exist in the Market and Octavia Neighborhood Plan Area. At 5.8 acres, the project site comprises approximately 19 percent of the P-zoned properties in the neighborhood.

Although not yet adopted, the Market and Octavia Neighborhood Plan identifies the project site as zoned (P) Public, proposes no change to the existing 40-X and 80-B Height and Bulk Districts as part of the Plan adoption. As stated above under Policy 6.2.2 of the Plan, any future reuse of the UC Berkeley Laguna Campus should balance the need to reintegrate the site with the neighborhood and to provide housing, especially affordable housing, with the provision for public uses such as education, community facilities, and open space.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code to establish eight Priority Policies. These policies are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter automobiles; (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space. The Priority Policies, which provide general policies and objectives to guide certain land use decisions, contain some policies that relate to physical environmental issues. The proposed project would not obviously or substantially conflict with any such policy. Prior to issuing a permit for any project that requires an Initial Study under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a finding of consistency with the General Plan, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. In evaluating General Plan consistency of the project and reviewing the building permit application for the proposed project, the Planning Commission and/or Planning Department will consider whether, on balance, the proposed project is consistent with the Priority Policies.

Impacts

Significance Criteria

The proposed zoning change from the site's existing P (Public) Use District to the project's proposed RTO (Residential Transit Oriented) and NCT-3 (Neighborhood Commercial-Transit) Use Districts or to a Mixed-Use Special Use District incorporating the major provisions of the proposed RTO and NCT-3 districts is analyzed to the extent that the proposed rezoning could result in significant adverse physical land use changes at the site or in its vicinity.

The proposed project would not conflict with any applicable habitat conservation plan or natural community conservation plan. As evaluated in the Initial Study (see Appendix A), the project would not disrupt or divide the physical arrangement of an established community. Therefore, the analysis presented herein determines whether the proposed project would have a substantial adverse impact on neighborhood character and compatibility.

Impact Analysis

Neighborhood Character and Compatibility

Under project conditions, land uses on the project site would change, as would the character of the project site. As discussed in the Project Description (see Chapter II), the project proposes to construct up to 450 dwelling units in seven new buildings and three rehabilitated buildings on the site. The project also proposes to provide community-serving space, retail and open space uses, and to accommodate parking primarily in underground garages and limited surface parking.

The proposed project would alter the site's institutional character, consisting of relatively low-density development (floor area ratios less than 0.5) and large areas of surface parking, by transforming it to allow for moderate density residential uses, community-serving space and ground-floor retail use. In order to accommodate the project's proposed mix of uses, all of Middle Hall and the Administration Wing of Richardson Hall would be demolished, and the remainder of Richardson Hall, Woods Hall and the Woods Hall Annex would be adaptively reused, primarily for housing. All of the site's existing, surface parking lots would be replaced with new, in-fill housing. The project would construct seven new buildings, two of which would front on the site's Buchanan Street frontage, two along the site's Laguna Street frontage, and the remaining three fronting internal portions of the site. All of the site's buildings would be accessible from two internal, private roadways that would bisect the site. The existing UCSF dental clinic would remain operational in the site's southwestern corner under project conditions.

The residential buildings that would front on the project site's four perimeter streets would create a strong visual edge along the site boundary (see Chapter III.B, Visual Quality and Urban Design for more information). The project would reestablish Waller Street as a publicly accessible pedestrian street that would create distinct northern and southern portions of the project block. Waller Street would run through the central portion of the site and would divide it roughly in half; Waller Street would break down the project site to blocks similar in size to the city blocks.

surrounding it. The proposed internal streets of ‘Lindhardt Lane’ and ‘Micah Way’ would additionally break down the project site into smaller residential blocks, allowing further penetration of the site by pedestrians and vehicles.

Along its western frontage, the project would construct Waller Park, a publicly accessible open space that would provide a landscaped turf area lined with public seating. A stairway would lead down from the park’s scenic overlook to the newly-established eastern stub of Waller Street. The project would construct new, ground level retail uses along the site’s southeastern corner at Laguna and Hermann Streets by inserting new pedestrian entrances and shop windows into the concrete retaining wall in this location. The site’s residential buildings would have entries, some with porches, in keeping with the residential character of the surrounding neighborhood. The project would also remove much of the site’s existing retaining wall along its Laguna and Haight Street frontages, which would act to further integrate the site’s residential uses into the neighborhood fabric by orienting future dwellings toward the streets as opposed to walling them off from the neighborhood. The project would thus integrate the site’s proposed new uses into the surrounding neighborhood, while enhancing pedestrian connectivity to (and through) the site.

The proposed project would generally reflect, and be compatible with, the surrounding neighborhood’s existing medium-density residential land use. With 450 units on the 5.8-acre project site, the proposed project would have a net residential density of approximately 78 units per acre, slightly higher than the net residential density of the residentially zoned census blocks that immediately surround the project site (60 units per acre)

Similar to the existing land use pattern, the proposed project would locate taller buildings nearer Market Street and shorter buildings closer to the lower-scale residential uses along the site’s Haight, Hermann, and Buchanan Street frontages. Project buildings would be four to eight stories in height. New buildings along Buchanan Street would be four stories in height, while new buildings along Laguna Street would range from four to eight stories. New buildings on the interior of the site would be four stories in height. The tallest building, at eight stories or a maximum of 85 feet in height, would be the proposed openhouse building. This building would be located at the intersection of Waller and Laguna Streets near the site’s southeast corner, and about 300 feet from Market Street. The height and bulk of this building would be greater than the predominately three-story residential buildings in the project vicinity, but would be generally similar to the existing seven-story (80 feet tall) multi-family apartment buildings at 1900 Market Street, and 16 and 50 Laguna Street in the project vicinity. The proposed four story buildings on the project site would be approximately one story higher than the predominately three-story buildings along the site’s perimeter streets, such as Buchanan, Haight, and Laguna Streets. Building heights on the project site would generally conform to the site’s slope by stepping down the hill to reveal the site’s natural topography.

The proposed inclusion of the openhouse building, specifically targeted for LGBT seniors, would be compatible with the surrounding neighborhood’s residential uses, as well as with the community-serving uses of the LGBT Community Center, located approximately one-half block from the project site.

The proposed project would require a change in the zoning district from P (Public) to RTO (Residential Transit-Oriented) and NCT-3 (Neighborhood Commercial, Transit Oriented), new zoning classifications for the vicinity proposed by the Draft Market and Octavia Neighborhood Plan, or should the new Market-Octavia Area Plan zoning classifications not be adopted prior to project approvals, to a Mixed-Use Special Use District incorporating the major provisions of the currently proposed RTO and NCT-3 zoning classifications, except for the dental clinic, which would remain in a P zoning district. Height and bulk designations would also be required to be changed from 40-X and 80-B to 40-X, 50-X and 85-X. The proposed project would also require an amendment to the *San Francisco General Plan* to allow the change from a public/institutional use designation to a residential mixed-use designation. The rezoning that would occur as part of the project would result in a loss of publicly zoned land at the project site which has been in some form of public use for over 150 years. In its place, the proposed RTO and NCT-3 zoning classifications or a Mixed-Use Special Use District would allow for the mix of residential, community facility and commercial retail uses to be developed on the project site, while providing some public accessibility to and through the site (e.g., Waller Park). As mentioned above, the dental clinic site would not be rezoned, and would remain in a P zoning district.

This change in zoning would also reduce the amount of publicly zoned land in the site's vicinity. However, other publicly zoned sites including nearby parks (e.g., Koshland Park, Duboce Park, Hayes Green, etc.) would not be affected by the proposed project and would continue to be available for public use. Overall, the change in zoning would eliminate approximately 5.8 acres of P-zoned properties out of about 30 P-zoned acres in the Market & Octavia Neighborhood Plan Area, or about 19 percent, considered to be a relatively small loss in light of the amount of P-zoned properties which would continue to be available for public use.

Public accessibility of the project site is currently limited, given that the project site buildings are vacant and locked, nor does it have useable amounts of open space for public gatherings, given that most of the open space is used for surface parking by UCSF and CPMC Davies staff only (i.e., no public parking). Public accessibility of the site was also limited during its previous use as a school, except for access by UC and FAIS students, faculty, staff, or during special events.

The proposed project would allow a greater degree of public access to the site than exists currently, or had existed previously during its use as a school, considering the publicly accessible Waller Park that would be constructed along Buchanan Street, the proposed reopening of the former Waller Street right-of-way allowing pedestrian travel through the site, and the community garden behind Woods Hall, as well as the proposed 10,000 square feet of community space in Richardson Hall that would provide additional public access to the project site.

Public and institutional uses are conditional uses under the proposed NCT-3 and RTO zoning. To the extent that adverse physical land use changes to neighborhood character or adverse physical environmental effects would occur as part of the project's rezoning, such impacts are discussed in this EIR.

The proposed rezoning of the site would allow medium-density residential, community facility, and commercial retail uses that are generally considered to generate fewer physical environmental

impacts compared with other, more intensive or institutional-type land uses, which sometimes, but not always, result in greater physical environmental impacts. As the proposed project would not allow land uses that are generally considered to have higher levels of physical environmental impacts, the change in zoning from P to RTO/NCT-3 or to a Mixed-Use Special Use District could be viewed by decision-makers as having a less-than-significant impact on the environment.

In summary, the proposed project would alter the site's institutional character including surface parking by providing housing, open space, community facility space, and ground-floor commercial retail in a transit-oriented, mixed-use residential neighborhood. Not less than 15 percent of the units would be reserved for low or moderate income households. The project would adaptively reuse some existing buildings as well as construct new buildings at a scale generally consistent with the surrounding neighborhood. Building heights on the project site would be within the range of heights within the surrounding neighborhood. The project would reestablish Waller Street and further integrate the site into the surrounding neighborhood by removing the site's existing retaining wall. The project would also eliminate the site's surface parking use and create usable public open space where there is currently none. Given these changes, it cannot be concluded that the project would have a substantial adverse impact on the existing character of the vicinity, and thus land use impacts are less than significant.

Although not yet adopted, the Market and Octavia Neighborhood Plan identifies the project site as zoned (P) Public. The proposed project would not be consistent with this P use designation, and the project could not be implemented without a zoning change (and a change in the Market and Octavia Plan, if the Plan were to be adopted consistent with the September 2006 draft).

The effects of the proposed change in land use from P to RTO/NCT-3 or to a Mixed-Use Special Use District are described above. In terms of height limits, the proposed project would not be consistent with the Market and Octavia Plan, which calls for maintenance of the existing 40-X and 80-B height limits. The proposed project would construct seven buildings up to 40 and 50 feet in height, with one building up to 85 feet in height, with the tallest building within the existing 80 - foot height limit. The project would require an amendment to the height and bulk districts, changing them from 40-X and 80-B to 40-X, 50-X and 85-X to allow project construction up to 50 and 85 feet.

The proposed rezoning of the site from P (Public) to RTO (Residential-Transit Oriented) and NCT-3 (Neighborhood Commercial, Transit Oriented) or to a Mixed-Use Special Use District would permit other medium-density residential projects with generally similar land use characteristics as the proposed project. As no significant land use impacts to neighborhood character were identified with the proposed project, the proposed rezoning effort would also have no significant land use impacts to neighborhood character.

Consistency with Applicable Land Use Plans and Policies

The proposed project would be consistent with some applicable land use plans and policies, and would be less consistent with others. For example, the proposed project would be consistent with the policies that call for: 1) the development of affordable housing on surplus public lands

(General Plan Housing Element Policy 1.7), as the proposed project would provide 15 percent of the residential units as affordable units; 2) relationship of the height of buildings to important attributes of the city pattern and to the height and character of existing development (General Plan Urban Design Element Policy 3.5), as the proposed project would provide new buildings scaled to match the character of existing development, as well as local topography; 3) encouragement of housing and retail infill to support the vitality of the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts (draft Market and Octavia Plan Policy 1.1.3), as the proposed project would provide infill housing and retail to support the nearby commercial districts along Market Street; and 4) increased housing opportunities affordable to a mix of households at varying income levels (draft Market and Octavia Plan Objective 2.4), as the proposed project would provide units for a mix of households at varying income levels. Future reuse of the UC Berkeley Laguna Campus should balance the need to reintegrate the site with the neighborhood and to provide housing, especially affordable housing, with the provision of public uses such as education, community facilities, and open space (draft Market and Octavia Plan – Policy 6.2.2), as the proposed project would provide a mix of housing and public uses on site.

The proposed project would not be consistent, or only partially consistent, with policies that call for; 1) the preservation of landmark and other buildings of historic value (draft Market and Octavia Plan Policy 1.1.9), as the proposed project would maintain some, but not all, historic buildings on the site. As noted previously, the proposed project would not be consistent with the P (Public) use district designation maintained in the draft Market and Octavia Plan, and the project could not be implemented without a zoning change (and a change in the Market and Octavia Plan, if the Plan were to be adopted consistent with the September 2006 draft), as analyzed in this EIR.

As discussed above, San Francisco General Plan, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. Any physical environmental impacts that could result from such conflicts are analyzed in this EIR. The compatibility of the project with General Plan policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project and any potential conflicts identified as part of that process would not alter the physical environmental effects of the proposed project.

Cumulative Impacts

The cumulative context for the assessment of land use impacts includes the project site as a subset of the proposed Market and Octavia Better Neighborhood Project Area.

According to the Market and Octavia Neighborhood Plan DEIR³, by the year 2025, the Project Area could accommodate about 5,960 new housing units. About 1,520 of these units would be cumulative development that would occur in the Market and Octavia Project Area without implementation of that plan. The Market and Octavia Neighborhood Plan DEIR identified the 55 Laguna project as a reasonably foreseeable project included in the year 2025 projected land

³ See Market and Octavia Neighborhood Plan DEIR, pages 4-61 and 4-62.

use allocation in the Project Area. The proposed project would represent a relatively small portion (about 11 percent) of the overall growth in residential units attributable to the Plan.

The Market and Octavia Neighborhood Plan DEIR states that implementation of that plan could result in three major land use effects: 1) provide almost a three-fold increase in total housing development in the Project Area compared to existing conditions; 2) create sustainable and more efficient land use patterns by concentrating and redirecting land uses into higher density, residential mixed use projects near transit and neighborhood retail and services; and 3) reduce the negative land use effects of automobile traffic and parking in the Project Area, including the creation of more livable and safe street environments for residents, pedestrians, and bicyclists.

The Plan's overall potential housing production and the proposed project's contribution thereto, would provide a more sustainable transit-oriented development pattern and would not disrupt or divide an established community or have a substantial adverse impact on the existing character of the project vicinity. Because the proposed project would not result in significant land use impacts, and because the Market and Octavia Neighborhood Plan DEIR (which included the 55 Laguna Mixed Use Project as a reasonably foreseeable project in its land use projections) did not identify any cumulative impacts for the Project Area, the project's land use effects would not contribute to a significant cumulative land use impact.

References – Land Use, Plans, and Policies

City and County of San Francisco, Planning Department, *A Policy Guide to Considering Reuse of the University of California Extension Laguna Street Campus*, Case No. 2003.0347E, December, 2004.

City and County of San Francisco, *Draft Market and Octavia Area Plan*, September, 2006.

City and County of San Francisco, *General Plan Amendments, Attachment to General Plan Ordinance Exhibit M-3 Proposed Amendments to the General Plan, Exhibit M-3.1 Market And Octavia Area Plan*, September 28, 2006.

City and County of San Francisco, *Market and Octavia Neighborhood Plan Draft EIR*, Case No. 2003.0347E, June 25, 2005.

City and County of San Francisco, *San Francisco General Plan*, as amended.

B. Visual Quality and Urban Design

The Initial Study determined that the project could have potentially significant adverse visual quality effects, including the visual character of the project area, views from surrounding public areas, and light and glare effects; therefore these topics are evaluated in this section. This section first describes the visual character of the site and then it describes the character of the surrounding neighborhood. This is followed by a discussion of the visual quality and urban design effects of the project in relation to its surroundings.

Computer-generated visual massing studies illustrate existing and potential conditions within select view corridors from representative public vantage points, and are presented as part of the analysis. The locations of the massing studies were selected in consultation with the Planning Department staff. Digitized photographs and computer modeling techniques were utilized to prepare the massing diagrams. The images show the mass and volume of the proposed project, but do not show architectural detail, as specific architectural plans are not yet available.

Photos are included in this section to supplement the descriptions of publicly accessible views, and are indicated on Figure 12, Viewpoint Location Map, on page III.B-8.

Setting

Visual Character

Visual Character of the Site

The 5.8-acre project site is occupied by five buildings, which are generally no taller than two stories (25 to 45 feet) in height,¹ and surface parking. Four unoccupied buildings include Woods Hall, Woods Hall Annex, Richardson Hall, and Middle Hall. The fifth building, located on the southwestern corner of the project block at the intersection of Hermann and Buchanan Streets, is a two story dental clinic approximately 18,000 square feet in size that is currently occupied by the UCSF dental clinic.

The project site slopes steeply downward from its highest elevation at the corner of Buchanan and Haight Streets (170 feet above sea level), to its lowest elevation at the corner of Hermann and Laguna Streets (90 feet above sea level), in a northwest to southeast direction. The site is divided into two terraces. The upper terrace, accessible from Buchanan Street, contains Woods Hall, Middle Hall, the UCSF dental clinic, and surface parking for 50 cars. The lower terrace, accessible from Laguna Street, contains Richardson Hall, Woods Hall Annex, and surface parking for 228 cars. The majority of the existing buildings occupy the periphery of the site with surface parking generally clustered toward the center of the site.

¹ Although only two full stories in height, Richardson Hall, at the corner of Laguna and Hermann Streets, is about 45 feet tall due to the sloping topography of the site, the building's high basement level, and high-ceiling interior auditorium space.

All of the former UC Extension buildings on the site were constructed between 1924 and 1935 as the campus of the San Francisco State Teachers College (now San Francisco State University), which traded the property to the University of California when it relocated to its current campus on 19th Avenue in the 1960s. The buildings generally exhibit the Spanish Colonial Revival style of architecture with red tile roofs and stucco siding. Woods Hall, constructed in 1926, is a two-story L-shaped building located at the northwestern corner on the upper terrace of the site along Buchanan and Haight Streets. Attached to Woods Hall is Woods Hall Annex, a two-story building constructed in 1935, located along Haight Street and positioned on the lower terrace. Richardson Hall, constructed between 1924 and 1930, is a one and two-story, L-shaped building located on the lower terrace of the site at the corner of Hermann and Laguna Streets. Within Richardson Hall on its Laguna Street elevation is a two-story auditorium and an attached single-story administration building. Middle Hall, originally built as a gymnasium in 1924 with classroom and office space added later, is a one-and-a-half- to two-and-a-half-story building located behind (east of) the west wing of Woods Hall. The Dental Clinic, a two-story building, was constructed in the 1970s, and is currently occupied by the UCSF dental clinic.

Visual Character of the Surrounding Neighborhood

The visual setting of the project area is varied, reflecting the unique visual characteristics of the project area's topography, street grids, public open spaces, and surrounding Hayes Valley/Upper Market neighborhood. The project area is located in a relatively dense and urbanized portion of central San Francisco.

To the north of the project site is Hayes Valley, a moderately-scaled, mixed-use urban neighborhood. The parcel sizes of approximately 25 to 50 feet wide establish a building envelope in proportion to the scale of streets and blocks. A network of east-west running alleys moderates block size. This pattern produces a varied, fine-grained streetscape with visual interest that reinforces its neighborhood character. Building size and style vary within this pattern; most are two to three stories in height, though a few are taller than five stories. However, some residential buildings on the immediate periphery of the project site are seven stories or about 80 feet in height, including four apartment buildings at the corners of Market/ Hermann/Laguna Streets (1900 Market Street/15 Hermann Street), Buchanan and Haight Street (300 Buchanan Street), Buchanan and Hermann Street (78 Buchanan Street), and Laguna and Waller Streets (50 Laguna Street). A mix of older and contemporary residential buildings with ground-floor retail is also prevalent throughout the neighborhood. Hayes Valley also contains a number of historic architectural resources that contribute to the area's visual quality. Please see Section III.E, Historic Architectural Resources, for more information about the historic resources in the project vicinity.

Toward the project area's southern and eastern edge, the visual setting includes restaurants, bars and cafes; fitness studios, gyms, and a variety of small-scale retail and commercial uses which enliven Market Street's street frontages. Storefront windows create a visual relationship at street level by focusing pedestrian attention on eye-catching window displays, with residential uses above. This neighborhood is dominated by Market Street, a heavily traveled commercial thoroughfare which runs diagonally through the heart of San Francisco. Buildings in the project

vicinity along Market Street are predominantly mixed use commercial and residential properties, about three to four stories in height. However, there are some taller buildings in the area, such as the seven story residential apartment building at the corner of Market/Hermann/Laguna Streets (the Art Deco style *Allen Arms* at 1900 Market Street/15 Hermann Street) across Hermann Street from the project site.

Near the intersection of Market/Waller/Octavia Streets, the historic Carmel Fallon Building at 1800 Market Street (San Francisco Landmark #223) connects to a modern addition forming the Lesbian, Gay, Bisexual, and Transgender Center (the LGBT Center). The Center's expressive, sloping window wall, its red Waller Street façade, and the deep blue-green Carmel Fallon building contrast with the domed-roof Greek revival First Baptist Church behind it at the corner of Waller and Octavia Streets.

Diagonally across the intersection of Herman and Buchanan Streets and southwest of the site is the United States Mint. This massive, approximately 60-foot-tall art deco style structure sits atop an exposed rock base; its perimeter secured by cyclone fencing.

Public Open Spaces

Public open spaces give a neighborhood its identity, focus, and can provide visual relief from the built environment. The nearest public open space to the project site is Koshland Park, a 37,000-square foot neighborhood park that occupies a quarter of the block on the corner of Buchanan and Page Streets in the Hayes Valley neighborhood, one-half block to the north of the project site. The project site is not visible from Koshland Park due to intervening development, such as the seven-story residential apartment building at 300 Buchanan Street, which obstructs public views of the project site from Koshland Park. Due to the dense surrounding neighborhood and the sloping topography, the project site is not immediately visible from any other public open spaces in the Hayes Valley neighborhood, such as the new Hayes Green, or areas beyond. Certain portions of the project site may be visible from more elevated public open spaces located to the west, such as Buena Vista Park and Twin Peaks, located from about 1.0 to 1.5 miles from the site. However, from these distances, the project site is not immediately discernable from its low-lying, urbanized surroundings. Two small open spaces are located near the terminus of the recently completed Central Freeway at Market Street. At the southwest corner of the freeway terminus and Market Street is Octavia Plaza. East of the freeway terminus is McCoppin Square, a small open space at the end of McCoppin Street. The project site is not immediately visible from either open space due to intervening structures.

Views

Views of the Site

Photos are included in this section to demonstrate publicly accessible views of the project site, and are indicated on Figure 12 on page III.B-8: Viewpoint Location Map. The photographs, and corresponding visual simulations, are presented as Figures 13 through 17 on pages III.B-9 through III.B-13.

The project site is visible primarily from publicly accessible areas immediately adjacent to the project site given the dense, urban character of the vicinity, and the relatively mid-rise character of the buildings on the project site. Only partial views of the project site are available, as intervening buildings and/or topography obscure views of the site as a whole. As such, only portions of the project site can be seen from certain vantage points, and the site cannot generally be viewed in its entirety as a cohesive unit.

A portion of the project site is visible from heavily trafficked Market Street, including Richardson Hall at the corner of Laguna and Hermann Street near the intersection of Market Street and Laguna Street, as presented in Figure 13A on page III.B-9. Views of the project site looking northwest down Laguna Street reveal the windowless gable-roofed auditorium within Richardson Hall, as well as the clustered chimneys of varying heights attached to the exterior of the building. The ground floor presents a blank concrete retaining wall about one story high that forms the basement level of Richardson Hall. Street trees on both Laguna and Hermann Streets soften this strong visual edge of the project site. In the mid-range views, the wing of Richardson Hall along Laguna Street is visible, exhibiting somewhat greater architectural embellishments, such as industrial-sash metal windows and Spanish tile-clad roof forms. In the distance, views of the roofline of Woods Hall Annex, located along Haight Street, are visible above the street trees on the right hand side of the field of view. No other buildings or other features of the project site are available from this viewpoint.

Views of the project site are also available from Waller Street looking west toward Laguna Street into the main entrance of the lower campus' parking lot. This view is presented in Figure 13A on page III.B-10. Views in the foreground include the concrete retaining wall to either side of the steel entrance gate at the intersection of Waller and Laguna Streets. The roofline of the administration wing of Richardson Hall is visible atop the retaining wall to the left of center in the photo. On-site trees and other vegetation largely obscure the other buildings on the project site, although the vegetated terrace separating the upper and lower parking lots are visible. Residential buildings along Buchanan Street at the intersection with Waller Street are visible in the distance from this vantage point.

Views of the project site are available from the intersection of Haight and Laguna Streets looking southwest, as presented in Figure 15A on page III.B-11. Views in the foreground include the concrete retaining wall that surrounds the lower portion of the campus along Laguna Street, from Haight Street to Hermann Street. Street trees parallel to Laguna Street soften the blankness of the retaining wall in this area. This view is dominated by the windowless side elevation of Woods Hall Annex, which is visible on the far right hand side of the photo. In the distance, the roofline of the UCSF dental clinic is visible, as well as portions of Richardson Hall located further down Laguna Street. Located further in the distance are several seven-story residential buildings located between Hermann and Market Streets, some of which have rooftop billboard signage.

Views of the project site from the highest elevation in the immediate vicinity are available at the intersection of Buchanan and Waller Streets, looking east as presented in Figure 16A on page III.B-12. This viewpoint illustrates the visual corridor formed by the Waller Street right-of-

way through the project site, and of areas beyond. The immediate foreground is dominated by the upper parking lot of the project site and the chainlink fencing that surrounds it, as well as some of the vegetation growing on the landscaped terrace that separates the upper from the lower parking lots. Dominating this view is the dome of the First Baptist Church, including its white cross, at the intersection of Waller Street and Octavia Boulevard. Other large buildings visible in this view include the upper levels of the seven-story apartment building at 50 Laguna Street. Many other buildings which form the SOMA or South of Market neighborhood further east are also visible from this viewpoint. The Oakland-Berkeley Hills in the East Bay, as well as portions of downtown Oakland's highrises are visible in the distance. Further in the distance is the peak of Mount Diablo in Contra Costa County. Views of the San Francisco Bay are not available from this highest, publicly accessible elevation adjacent to the project site, although portions of the Bay may be available from the upper floors of private residences along portions of Buchanan and Haight Streets. In addition to Waller Street, Hermann and Haight Streets also function as view corridors when looking east, as portions of the Oakland-Berkeley Hills can also be seen from these streets in the project area.

Other views of the project site from high elevations are available from the intersection of Haight and Buchanan Street looking southeast, as presented in Figure 17A on page III.B-13. The arched entrance to Woods Hall flanked by large, decorative urns dominates the field of view in this figure, as well as the wings of this building, which are parallel to Haight and Buchanan Streets. The top of a mature palm tree in a courtyard formed by Woods Hall and Middle Hall is visible from this viewpoint, as well as some other landscape elements on the interior of the site. However, no other elements of the project site are visible from this vantage point primarily due to visual prominence of Woods Hall and the sloping topography behind and to the southeast from this building.

Light and Glare

Sources of light and glare in the neighborhood around the project site are generally limited to the interior and exterior lights of buildings and lighting from parking lots and street lights. These sources of light are typical of those in a developed urban area. In addition, cars and trucks traveling to, from and within Hayes Valley/Upper Market Street neighborhoods represent a source of glare.

Impacts

Significance Criteria

A project would have a significant impact if it would:

- Substantially degrade the existing visual character or quality of the site and its surroundings;
- Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway or other features of the built or natural environment which contribute to a scenic setting;

- Have a substantial adverse effect on a scenic vista now observed from public areas; or
- Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other properties.

The significance determination is based on consideration of the extent of change related to project visibility from key public vantage points, as well as the degree of visual contrast and compatibility in scale and character between proposed project elements and the existing surroundings, and the sensitivity of the affected view.

Impacts

Visual Character and Scenic Resources

The proposed project would result in the removal of visual elements with neutral or low aesthetic value, including surface parking lots, remnant landscape elements, blank street-level retaining walls and chainlink fencing. The project would replace these elements with new infill mixed-use residential development between four and eight stories in height, while retaining and rehabilitating most of the visually prominent (and potentially historic) structures on the project site. The proposed project would be a continuation of dense and urban visual character currently found in the project area, including those in the Upper Market and Hayes Valley neighborhoods. Although future buildings on the project site would be larger in footprint and taller than most of the existing buildings in the immediate vicinity, increases in building height and mass would not, in themselves, result in a significant adverse change with regard to visual quality. As discussed in the setting section, several mid-rise apartment buildings abut the immediate periphery of the project site, located at 1900 Market Street, 78 and 300 Buchanan Street, 50 Waller Street, and 16 and 50 Laguna Street. The proposed new construction would be compatible in bulk and scale with these buildings, including the proposed eight-story openhouse building. Street-level uses, especially near the intersection of Market/Laguna/Hermann Streets, would be enlivened with new retail uses and generous amounts of glazing, wider sidewalks, and new street trees, where none currently exist on the project site. With the retention and rehabilitation of most of the existing buildings, which generally frame the periphery of the project site, and new construction behind and adjacent to these existing buildings, the overall character of the site would appear more intensely developed than under current conditions. However, given the urbanized vicinity, this visual change would not substantially degrade the existing visual character of the area, as the new buildings would be compatible in scale with adjacent and nearby development.

As noted above, the topography of the project site slopes steeply downward from its highest elevation at the corner of Buchanan and Haight Streets to its lowest elevation at the corner of Hermann and Laguna Streets. The tallest building (openhouse) would be constructed along Laguna Street near the site's lowest elevation, with the hill behind it providing a visual backdrop to this taller building when looking in a westerly direction.

The proposed project would remove approximately 60 trees with an average trunk diameter of eight to ten inches, but would include extensive new landscaping. Therefore, changes to the existing vegetation would not adversely affect the existing visual character of the site. Please also

see Section III.G, Landmark and Significant Trees, for more information about tree removal. The project would eliminate one building and a portion of a second building which may be considered a historic resource. Please see Section III.E, Historic Architectural Resources, for more information about the project's potential effects to historic resources. These visual resources on the project site (existing trees and historic resources) are not be visible from state scenic highways, as there are no state scenic highways in the project vicinity.

Future building designs would be developed pursuant to the city's General Plan and urban design controls and guidelines imposed by the proposed Market and Octavia Neighborhood Plan as discussed in this document in Chapter 3, Project Description, and Chapter III.A, Land Use, Plans, and Policies. These measures would minimize the adverse visual impacts in the project area.

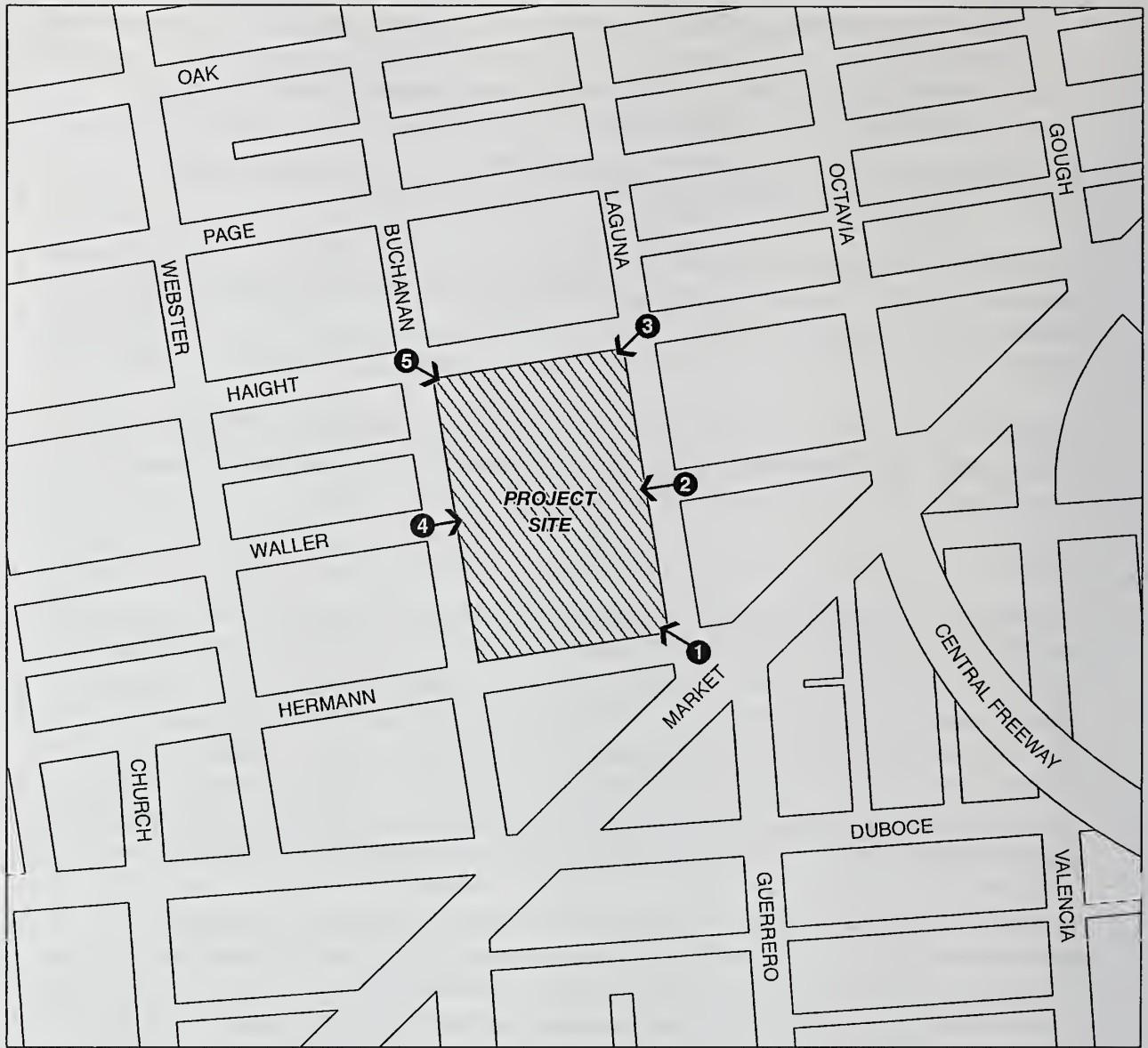
In summary, the increase in development density and height on the project site, while noticeable, would not substantially degrade the existing visual character or scenic resources of the site or its surroundings.

Views

Implementation of the proposed project could alter existing views from public viewpoints since new residential and mixed-use buildings and new landscaped open space would be developed within the site. Despite the new uses that would be constructed, the proposed project would not have a substantial adverse effect on scenic views or vistas, nor would the project damage important scenic resources. Under project conditions, the majority of views of the project site from primary view corridors would not substantially change from existing conditions. A summary of the potential changes to existing public views resulting from implementation of the project is provided below. Visual simulations are provided on pages III.B-9 to III.B-13.

Figure 13B on page III.B-9 simulates views of the site under project conditions from the intersection of Market/Laguna/Hermann Streets. With the proposed project, northwesterly views of Richardson Hall would continue to be available; however, new street-level retail uses would be constructed within and behind the concrete retaining wall that supports the basement level of Richardson Hall. The large shop windows, pedestrian entrances, and fabric awnings would enliven a currently blank façade on the street level. The sidewalk at the corner of Laguna and Hermann Streets would be widened with a new sidewalk 'bump-out' created for easier pedestrian crossings. New street trees along Laguna Street would also be planted at regular intervals. Above the new retail uses would be an open-air seating area with plantings and seating.

The most prominent visual change from existing conditions would be the replacement of the single-story administration annex of Richardson Hall with the eight-story, 85-foot-tall openhouse building, which would be clearly visible in midrange views of the site. While larger and taller than the building it would replace, the proposed openhouse building would not substantially degrade or obstruct publicly accessible scenic views. This building would be a visible new silhouette against the sky, but would be minimally intrusive, and generally in scale with other surrounding uses, such as the seven-story apartment complex at the corner of Waller and Laguna Streets immediately opposite Laguna Street from the project site (50 Laguna Street – not visible



Viewpoints

- 1 Market/Laguna/Hermann Street intersection looking northwest
(see Figures 10A-B)
- 2 Laguna/Waller Street intersection looking west
(see Figures 11A-B)
- 3 Laguna/Haight Street intersection looking southwest
(see Figures 12A-B)
- 4 Buchanan/Waller Street intersection looking east
(see Figures 13A-B)
- 5 Buchanan/Haight Street intersection looking southeast
(see Figures 14A-B)



Figure 12 Viewpoint Location Map

SOURCE: ESA, 2005



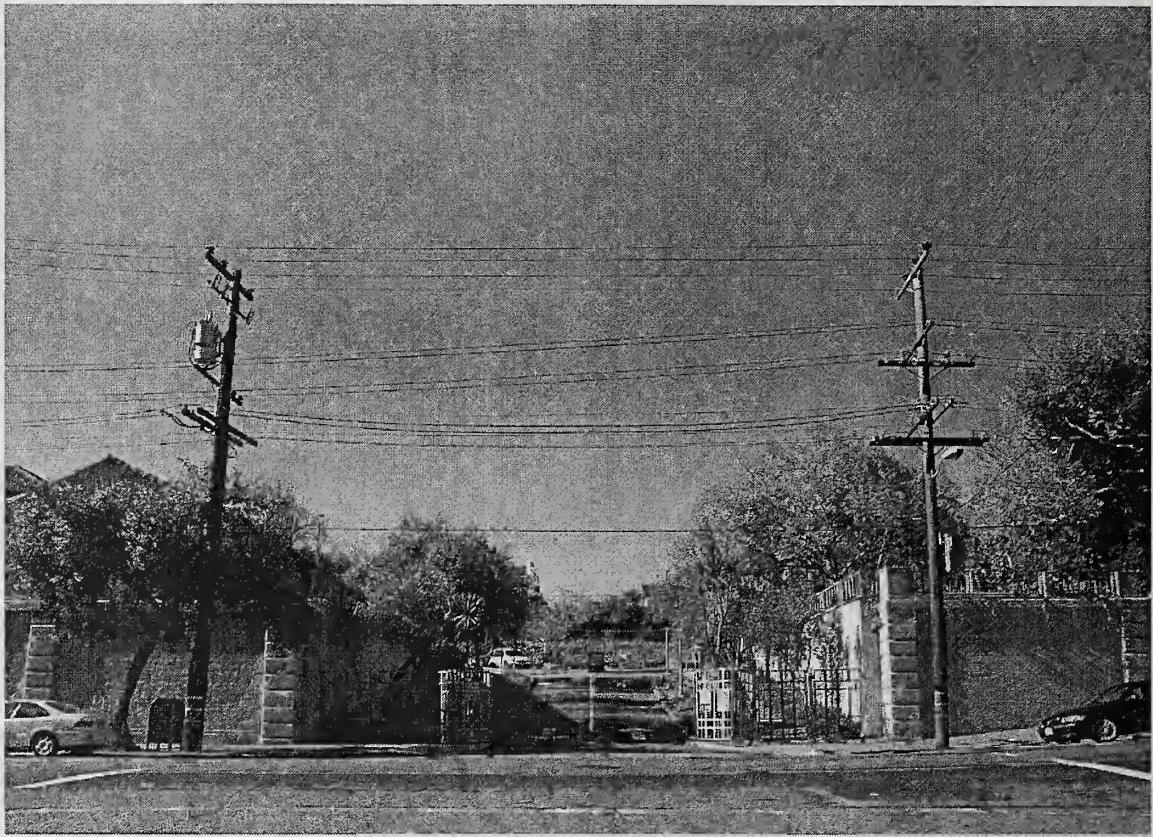
A. Existing view of the project site from the Market/Laguna/Hermann Street intersection looking northwest.



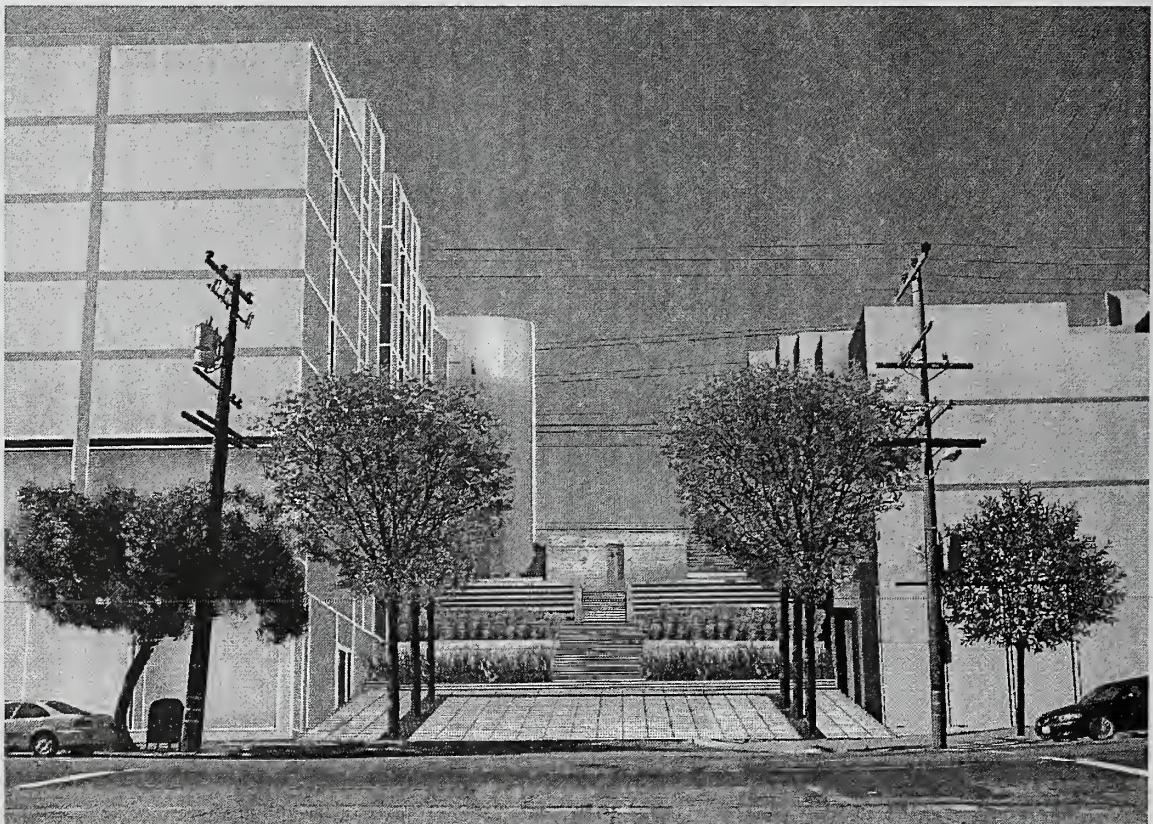
B. Simulated view of the project site from the Market/Laguna/Hermann Street intersection looking northwest.

Figure 13 Existing and Proposed Views
from Viewpoint Location 1

SOURCE: GLS Landscape / Architecture



A. Existing view of the project site from the Waller/Laguna Street intersection looking west.



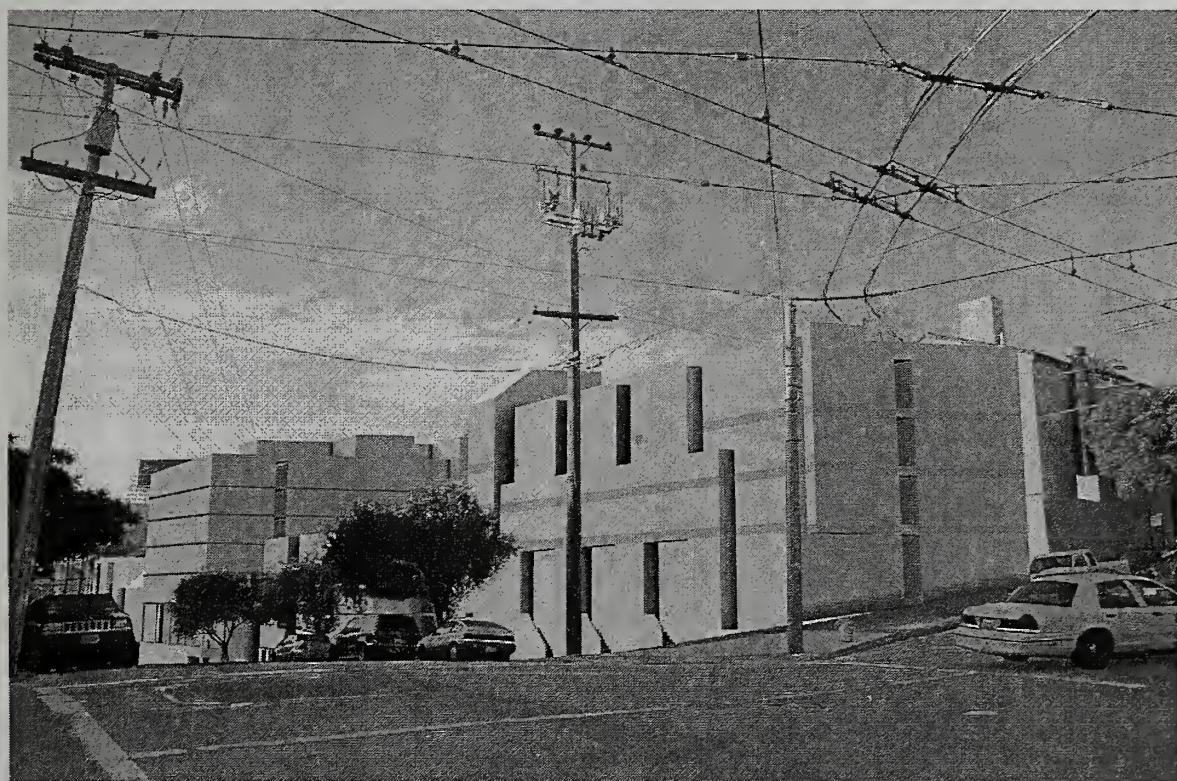
B. Simulated view of the project site from the Waller/Laguna Street intersection looking west.

**Figure 14 Existing and Proposed Views
from Viewpoint Location 2**

SOURCE: GLS Landscape / Architecture



A. Existing view of the project site from the Laguna/Haight Street intersection looking southwest.



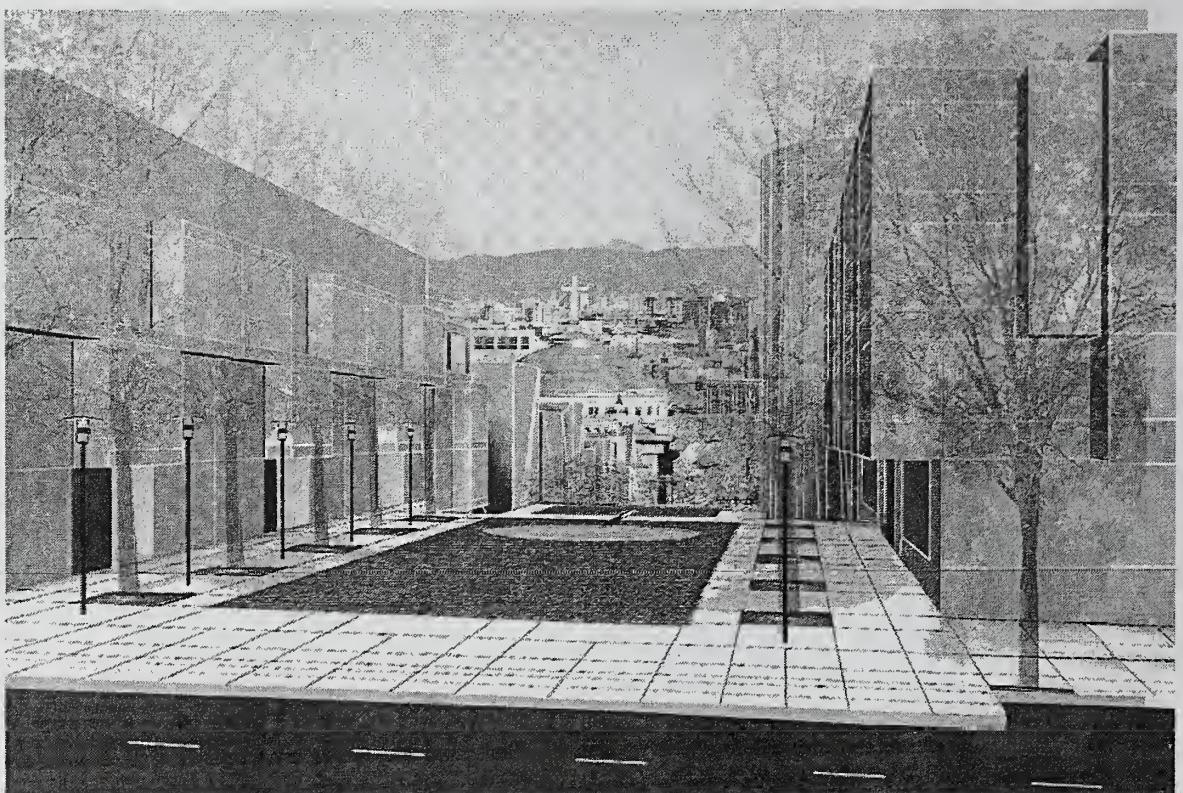
B. Simulated view of the project site from the Laguna/Haight Street intersection looking southwest.

**Figure 15 Existing and Proposed Views
from Viewpoint Location 3**

SOURCE: GLS Landscape / Architecture



A. Existing view of the project site from the Buchanan/Waller Street intersection looking east.



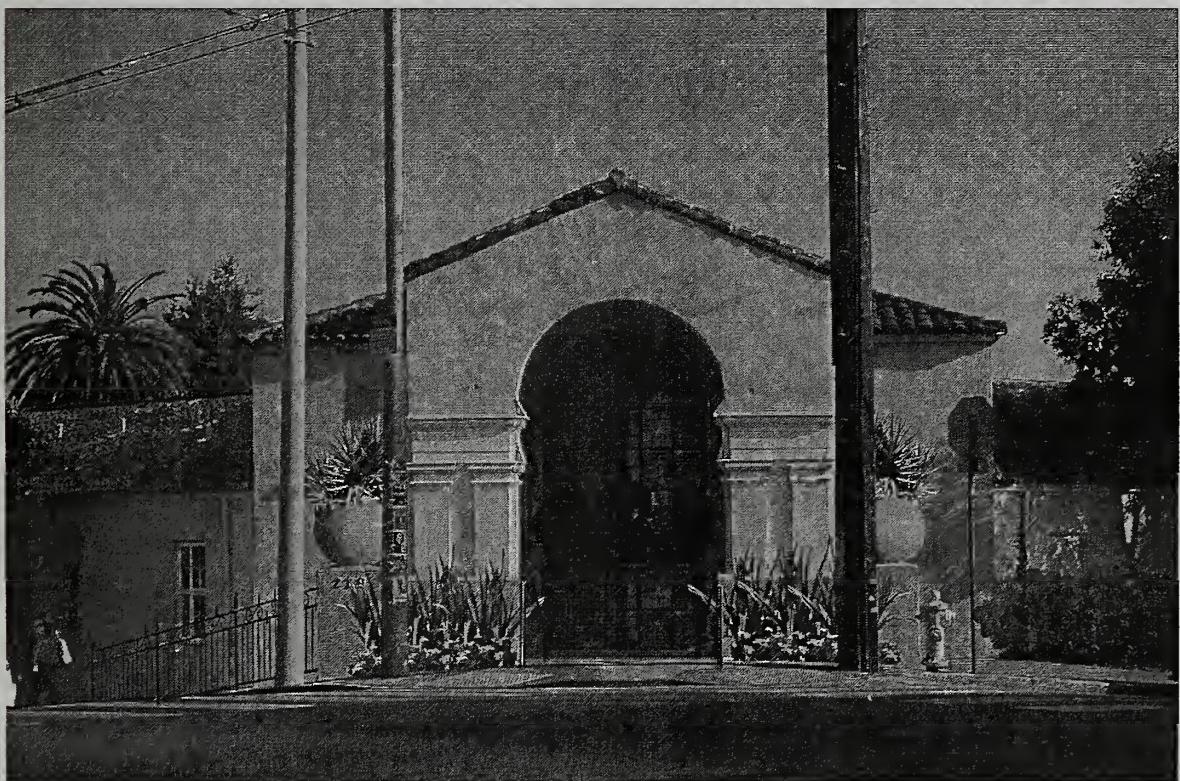
B. Simulated view of the project site from the Buchanan/Waller Street intersection looking east.

**Figure 16 Existing and Proposed Views
from Viewpoint Location 4**

SOURCE: GLS Landscape / Architecture



A. Existing view of the project site from the Buchanan/Haight Street intersection looking southeast.



B. Simulated view of the project site from the Buchanan/Haight Street intersection looking southeast.

Figure 17 Existing and Proposed Views
from Viewpoint Location 5

SOURCE: GLS Landscape / Architecture

in the simulation). Other views of proposed four-story residential development would be visible in the distance along Laguna Street, generally replacing partial views of Woods Hall Annex in this location. In the immediate periphery of the project site are a total of four, seven-story residential apartment buildings each about 75-80 feet tall (300 and 78 Buchanan Street, 1900 Market Street/ 14 Hermann Street, and 50 Laguna Street). At eight stories or up to 85 feet in height, the proposed new openhouse building, would be visually compatible with the scale of these existing mid-rise buildings in the project area.

As shown in simulated views of the site under project conditions from the intersection of Waller and Laguna Streets, Figure 14B on page III.B-10 illustrates the changes associated with the proposed eight-story, 85-foot-tall openhouse building. This building would replace the concrete retaining wall to the left of the entrance to the lower parking lot, as well as the single-story administration wing of Richardson Hall. At ground level, the blank concrete retaining wall would be replaced with large windows and entrances associated with new high-ceiling lobby and service space for the openhouse building along Laguna Street. To the right of the entrance to the lower parking lot, views of new four-story residential uses stepping up the hill to the west would replace views of the concrete retaining wall and existing vegetation behind it. Views through the site looking west through the Waller Street right-of-way would continue to be available under project conditions, landscaped with new trees, plantings, and stairways leading to Waller Park, a new publicly accessible park on the upper portions of the project site. Views of the upper portions of the park itself would not be available from this vantage point due to the sloping topography, although the stairs leading to it would be visible in mid-range views. Views of the residential uses along Buchanan Street in the background would no longer be visible from this location, replaced by views of new building features and a new concrete retaining walls, stairs, and landscaping leading to Waller Park. While a noticeable change from existing conditions, the altered view from this location would not obstruct a scenic vista nor damage scenic resources.

Figure 15B on page III.B-11 simulates views of the site under project conditions from the intersection of Haight and Laguna Streets. Views of the proposed project, primarily the four-story residential uses along Laguna Street, would replace views of the concrete retaining wall along Laguna Street and the windowless side elevation of Woods Hall Annex, located on Haight Street. The stairway entrances to individual residential units would be visible from this vantage point. Also visible in the distance would be the proposed eight-story openhouse building on the project site, replacing views of portions of Richardson Hall, and partially obscuring views of mid-rise residential buildings in the distance. These new buildings on the project site would be larger than the buildings or structures they replace, and would be a visible new silhouette against the sky, but would be minimally intrusive, and generally in scale with other surrounding development. The proposed project would intensify development at the site, but would not substantially degrade or obstruct publicly accessible scenic views.

Figure 16B on page III.B-12 simulates views of the site under project conditions from the intersection of Buchanan and Waller Streets. Views of the proposed project, primarily four-story residential uses, would replace views of the upper parking lot and chainlink fencing in this area. Views through the project site along the Waller Street right-of-way would continue to be

available under project conditions, although with the addition of the publicly accessible Waller Park and associated landscape improvements. Partial views of the First Baptist Church in the distance would continue to be available, as would partial views of the SOMA neighborhood, and framed by new buildings on the project site. Partial long-distance views of the Oakland-Berkeley Hills and Mt. Diablo would continue to be available under project conditions from the Buchanan/Waller intersection (as shown in Figure 16A), and along other east-west streets that function as view corridors, such as Hermann and Haight Streets, while other long-distance views would be obscured by new construction on the project site, particularly the new residential uses along Buchanan Street. Views through the site would be framed by new residential uses to either side of Waller Park, compared with more panoramic views which are currently available from this area, primarily due to the fact that only surface parking lots exist in this location with no buildings to obstruct these long-range views. The proposed project would intensify development at the site, and would partially obstruct distant views of SOMA and the East Bay from this viewpoint, but would not substantially degrade scenic resources. Moreover, the proposed project would replace foreground views of surface parking with residential development, landscaping, and open space. The project would replace surface parking with infill development that would be generally consistent in scale with the surrounding neighborhood, and on balance, the partial loss of some long-range views, when taken together with replacement of surface parking by a new moderately scaled residential units, landscaping, and a publicly accessible open space, would not be considered significant in a highly urbanized context. Therefore, the project's effect on the view from this location, while noticeable, would not constitute a substantial adverse change.

Figure 17B on page III.B-13 simulates views of the site under project conditions from the intersection of Buchanan and Haight Streets. As shown in the simulation, very little visible change would occur in this location, as views of the entrance to Woods Hall and adjoining wings would continue to be available under project conditions. No new construction associated with the project, including the eight-story openhouse building, would be visible from this viewpoint, due to the sloping topography and the retention of Woods Hall. Minor visual changes would occur, such as landscape improvements at the entrance, new fencing, and potentially, replacement glazing within the arched entrance. The center portion of the low concrete wall in front of the Woods Hall entrance would be removed to accommodate direct stair access to this building, however, the decorative urns and the supporting wall beneath them would remain unchanged. Views of the mature palm behind Woods Hall would continue to be available. Thus, changes at the project site would not substantially degrade or obstruct publicly accessible views at this location.

No simulated views of the project site were prepared for the corner of Buchanan and Hermann Street looking northeast, as no visible change would occur from this viewpoint. The existing dental clinic at this corner would remain in place, obscuring views of any new construction behind it, including the proposed 8-story open house building, which would be built at a lower elevation than the dental clinic.

Light and Glare

New project construction would generate additional night lighting, but not in amounts unusual for a developed urban area. Design of exterior lighting could ensure that off-site glare and lighting spillover would be minimized. New buildings and vehicles would also produce additional glare. As with light, this would not be expected to result in a substantial change as use of reflective glass is restricted by Planning Commission Resolution 9212.

Summary Conclusions

In conclusion, implementation of the proposed project would result in changes to existing views immediately surrounding the project site boundaries. These changes would occur as a result of changes to land use (different types of buildings would be visible on the project site); changes in building heights (taller buildings would be constructed on the project site compared to existing conditions); and the construction of new buildings on sites currently occupied by surface parking lots. Implementation of the proposed project would not result in a substantial adverse effect on scenic views of the area from public vantage points. Thus, impacts related to views would be considered less than significant.

Implementation of the proposed project would not substantially damage scenic resources, nor substantially degrade the existing visual character of the project site or its surroundings, nor would it generate substantial new light or glare that would adversely affect views or other properties. Thus, impacts to visual quality would be considered less than significant.

The proposed rezoning from P (Public) to RTO (Residential-Transit Oriented) and NCT-3 (Neighborhood Commercial, Transit Oriented) or to a Mixed-Use Special Use District would permit other medium-density mixed use residential projects at the site with generally similar visual characteristics as the proposed project, in terms of residential uses and overall building heights and massing. As no significant impacts associated with views, visual character or light and glare were identified with the proposed project, the proposed rezoning effort would also have no significant impacts to visual quality or urban design.

Cumulative Impacts

The proposed project, in combination with proposed development within the Market and Octavia Neighborhood Plan, could result in impacts to visual and aesthetic resources that are cumulatively considerable. The Plan proposes mixed-use zoning districts and a concentration of activities along established commercial streets, small-scale neighborhood-serving retail uses clustered at street intersections, and other commercial-service uses in residential districts, resulting in an increase of approximately 5,960 new housing units in the area by the year 2025. Design guidelines are proposed for new private development to activate street frontages and for public improvements. The Plan contains proposed design guidelines and height limits, which are generally based on the existing built form for the area and its surroundings and the natural topography of the land.

The height rezoning proposed by the Plan would generally allow taller heights around the Van Ness Avenue and Market Street intersection and in the Civic Center area (up to a maximum

400 feet at highest points compared to the existing 320-foot maximum height limit). The proposed Plan would reduce heights in many established residential areas in Hayes Valley and South of Market and establish minimum height requirements to encourage the provision of housing on upper floors. Finally, the Plan encourages residential infill construction on 22 vacant parcels made available by removal of part of the Central Freeway.

Intensified development on the project site, in combination with greater densities resulting from implementation of the Plan, would not substantially degrade the existing visual character of the area, as the new construction would be spread throughout an area which encompasses about 376 acres of land on 89 city blocks in the center of San Francisco. The greatest area of visual change would occur near the intersection of Market Street and Van Ness Avenue, and the Civic Center area, where new buildings up to a maximum of 400 feet could be built. This area, however, is some distance (about 0.3 to 1.0 mile) from the project site, and would not be observed in concert with development at the project site, due to the intervening development, to form a significant cumulative visual impact.

The scale of future development in the project vicinity would continue to increase, and newer buildings may be visible and certain lots may become occupied by infill development, intensifying urbanized views in the area. The draft Plan EIR does not identify any significant impacts to visual and aesthetic resources resulting from implementation of the Plan (City and County of San Francisco, 2005). Therefore, while the project would result in changes to existing views immediately surrounding the project site, the proposed project would have no significant visual impacts, and no cumulative impacts resulting from the project would occur.

Development associated with the proposed project in association with development that would occur under the Plan would not result in significant cumulative environmental impacts related to the existing visual character or quality of the area and its surroundings; obstruction of publicly accessible scenic views; and generation of light or glare, that would significantly affect other properties. Cumulative urban design and visual quality impacts would be less than significant.

References – Visual Quality and Urban Design

City and County of San Francisco, Planning Department, *A Policy Guide to Considering Reuse of the University of California Extension Laguna Street Campus*, Case No. 2003.0347E, December, 2004.

City and County of San Francisco, *Draft Market and Octavia Area Plan*, September, 2006.

City and County of San Francisco, *San Francisco General Plan*, as amended.

C. Transportation, Circulation and Parking

The proposed project would increase the on-site residential population, and result in increased demand on the local transportation system. This section analyses the project's effects on transportation and circulation, including intersection operations, transit demand and impacts on pedestrian and bicycle circulation, parking and freight loading, as well as construction impacts. This section summarizes the transportation study prepared for the proposed 55 Laguna Mixed Use Project.¹

Setting

The project site is located in the Hayes Valley/Market and Octavia neighborhood of San Francisco on the two square blocks bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west.

Regional and Local Roadways

The project site location and surrounding roadway network are illustrated on Figure 18. Regional access to the project area is provided by Interstate 80 (I-80) and U.S. Highway 101 (U.S. 101), while direct local access is provided via Market, Laguna, Hermann, Buchanan and Haight Streets. Descriptions of these roadway facilities and others in the project vicinity are presented below:

Regional Access

Interstate 80 (I-80) provides regional access to and from the East Bay (via the San Francisco-Oakland Bay Bridge) to the project area. *U.S. 101* provides regional access to and from both the North Bay and South Bay to the project area. Within the northern part of San Francisco, U.S. 101 operates on surface streets (Van Ness Avenue and Lombard Street). Access to the project site from I-80/U.S. 101 is provided via Octavia Boulevard at the recently completed on- and off-ramps that touch down at Market Street. In addition, I-280 provides regional access to the South of Market area of San Francisco from southwest San Francisco and the South Bay / Peninsula. I-280 and U.S. 101 have an interchange about two miles south of the project area.

Local Access

Market Street is a northeast-southwest street that runs between Portola Drive and Steuart Street. In the vicinity of the proposed project, Market Street has two travel lanes in each direction and on-street metered parking on both sides of the street. In the San Francisco General Plan, Market Street is classified as a Major Arterial from Portola Drive to Franklin Street. From Portola Drive to Franklin Street, Market Street is also part of the MTS Network. In addition, Market Street is classified as a Transit Preferential (Transit Oriented) Street from Haight Street to Steuart Street, a

¹ Wilbur Smith Associates, *55 Laguna Street – Transportation Study*, April 14, 2006, with parking analysis amendments. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0773E.



 Project Site

 New Octavia Blvd.

New Central Freeway On and Off Ramp

A scale bar at the top of the map shows a horizontal line with arrows at both ends, labeled "0" on the left and "1000" on the right, with the word "Feet" written below it.

Figure 18 Project Location and Surrounding Roadway Network

SOURCE: Wilbur Smith Associates, 2006

Transit Important Street from Castro Street to Haight Street, part of the Citywide Pedestrian Network and a Neighborhood Pedestrian Street (neighborhood commercial street), and part of the Citywide Bicycle Route #50 from Castro Street to Eighth Street.

Laguna Street is a north-south street that runs discontinuously between Beach and Market Streets. In the vicinity of the proposed project, Laguna Street has one travel lane in both directions and on-street parking on both sides of the street.

Hermann Street is an east-west street that runs between Market and Steiner Streets. In the vicinity of the proposed project, Hermann Street has one travel lane in each direction and on-street parking on both sides of the street.

Buchanan Street is a north-south street that runs discontinuously between Beach Street and Duboce Avenue. In the vicinity of the proposed project, Buchanan Street has one travel lane in both directions and on-street parking on both sides of the street. Between Hermann Street and Duboce Avenue, Buchanan Street is a one-way street in the northbound direction.

Haight Street is an east-west street that runs between Stanyan and Market Streets. In the vicinity of the proposed project, Haight Street has one travel lane in each direction and on-street parking on both sides of the street. Between Market and Octavia Streets, Haight Street is a one-way street in the westbound direction. In the San Francisco General Plan, Haight Street is designated a Transit Preferential Street (Primary Transit Street – transit important) between Stanyan Street and Masonic Avenue, and a Secondary Transit Street between Masonic Avenue and Market Street. In addition, Haight Street is part of the Citywide Pedestrian Network and a Neighborhood Pedestrian Street (neighborhood commercial street).

Fourteenth Street is an east-west street that runs between Buena Vista Terrace and Harrison Street. In the vicinity of the proposed project, 14th Street has one travel lane in each direction and on-street parking on both sides of the street. Note that the Board of Supervisors recently approved a six month test converting 14th Street between Market and Dolores Streets to a one-way eastbound roadway with a new bicycle lane. Between Dolores and Folsom Streets, 14th Street is a one-way street in the eastbound direction. In the San Francisco General Plan, 14th Street is designated as part of the Citywide Bicycle Routes #30 from Church to Folsom Streets, #36 from Folsom to Harrison Streets and #47 between Sanchez and Harrison Streets.

Duboce Avenue is an east-west street that runs discontinuously between Buena Vista Avenue East and Mission Street. In the vicinity of the proposed project, Duboce Avenue has one to three travel lanes in each direction and on-street parking on both sides of the street. In the San Francisco General Plan, Duboce Avenue is designated as part of the Citywide Bicycle Routes #30 and #350 between Sanchez and Webster Streets.

McCoppin Street is an east-west street that runs between Valencia Street and Gough Street. In the vicinity of the proposed project, McCoppin Street has one travel lane and on-street parking on both sides of the street. Note that prior to the Octavia Boulevard freeway touchdown, McCoppin Street connected to Market Street at Octavia Boulevard.

Waller Street is an east-west street that runs discontinuously between Stanyan and Market Streets. In the vicinity of the proposed project, Waller Street has one travel lane in each direction and on-street parking on both sides of the street.

Church Street is a north-south street that runs between Duboce Avenue and Randall Street. In the vicinity of the proposed project, Church Street has one to two travel lanes in each direction and on-street parking on both sides of the street. In the San Francisco General Plan, Church Street is classified as a Transit Preferential Street (Transit Oriented Street) and a Neighborhood Pedestrian Street (neighborhood commercial street).

Dolores Street is a north-south street that runs between Market Street and San Jose Avenue. In the vicinity of the proposed project, Dolores Street has two travel lanes in each direction and on-street parking on both sides of the street. In the San Francisco General Plan, Dolores Street is part of the Citywide Pedestrian Network.

Guerrero Street is a north-south street that runs between Market and 28th Streets. South of 28th Street, Guerrero Street turns into San Jose Avenue. In the vicinity of the proposed project, Guerrero Street has two travel lanes in each direction and on-street parking on both sides of the street. In the San Francisco General Plan, Guerrero Street is classified as a Secondary Arterial and part of the MTS Network.

Octavia Street is a north-south street that runs discontinuously between Bay and Market Streets. In the vicinity of the proposed project, Octavia Street has recently been reconstructed to include six lanes (three lanes in both directions) between Market and Fell Streets. A frontage lane is provided for local traffic which is separated by medians on each side of the street. Four lanes are provided for freeway and regional traffic from the new U.S. 101/Central Freeway on- and off-ramps at Market Street. The entire Octavia Boulevard project was completed in September 2005 (see Octavia Boulevard Touchdown discussion below).² In the San Francisco General Plan, Octavia Street is designated as part of the Citywide Bicycle Routes #4, #6 and #106 between Bay and Green Streets and Route #45 between Fulton and Market Streets.

Transit

The project site is well-served by public transit. The San Francisco Municipal Railway (Muni) provides local transit service. Service to and from the East Bay is provided by BART, AC Transit and ferries; service to and from the South Bay/Peninsula is provided by BART, SamTrans, and Caltrain; and service to and from the North Bay is provided by Golden Gate Transit buses and ferries. Regional transit operators do not provide direct service to the project site, but access to regional transit is available through Muni, taxi, bicycle or pedestrian connections. Figure 19 presents the transit service and stop locations in the vicinity of the proposed project.

² Note that under Existing plus Project and Cumulative Conditions, adjustments have been made to account for the opening of Octavia Boulevard



- Project Site
- New Blvd.
- New Two-way Ramp
- 47 MUNI Metro Bus + Streetcar
- Direction of One-Way Routes
- MUNI Metro (Subway)
- MUNI Metro Station

0 800
Feet

Figure 19 Existing Transit Network

SOURCE: Wilbur Smith Associates, 2006

The transit network within the study area consists of 12 San Francisco Municipal Railway (Muni) bus lines (6-Parnassus, 7-Haight, 14-Mission, 14L-Mission Limited, 16AX-Noriega "A" Express, 16BX-Noriega "B" Express, 22-Fillmore, 26-Valencia, 47-Van Ness, 49-Van Ness/Mission, the 71-L Haight/Noriega Limited and 71-Haight/Noriega). All of the Muni bus routes have stops within walking distance of the project site. Muni light rail lines J, K, L, M, and N operate under Market Street (Church Street Muni Metro Station for all except the J-Church and the N-Judah, which has a surface stop at Church Street / Duboce Avenue), and the F-Market historic streetcar line runs along the surface of Market Street.

Pedestrians and Bicycles

Within the project vicinity, sidewalks are generally 15 feet wide along Laguna, Hermann, and Buchanan Streets and 12 feet wide along Haight Street. Low pedestrian volumes were observed during the weekday PM peak period in the vicinity of the project site, and nearby sidewalks and crosswalks were observed to be operating at free-flow conditions with pedestrians moving at normal walking speeds and with freedom to bypass other pedestrians and unimpeded by vehicles making opposing movements.

In the project vicinity, portions of eight streets (14th, 11th, Page, Octavia, Webster, McCoppin, Otis and Market Streets, are designated as Citywide Bicycle Routes (either as Class II or III).³ During field observations, high bicycle volumes were observed on Duboce Avenue and Market Street in the project vicinity. In general, during both the weekday midday and evening periods, bicycle conditions were observed to be operating acceptably, with few conflicts between bicyclist, pedestrians and vehicles.

Parking Conditions

The existing parking conditions in the project area were examined within a study area generally bounded by Oak Street to the north, Gough and Otis and Mission Streets to the east, 14th Street to the south and Church and Webster Streets to the west. The supply and occupancy of on-street conditions were determined for the weekday midday period (between 1:30 and 3:30 p.m.) and the weekday evening period (between 6:30 and 8:30 p.m.) based on field surveys conducted on a typical weekday in May 2005.⁴ In general, on-street parking in the project vicinity is limited to two-hour and three-hour time limits, metered and un-metered parking.

Within the parking study area, there are two Residential Permit Parking areas "S" and "U." Permit Area "S" includes the area from Webster and Church Streets to Oak Street to the north, Gough and Valencia Streets to the east, and 14th Street to the south. Permit Area "U" is bounded by McCoppin Street to the north, Otis Street to the west, Duboce to the south and Woodword Street to the west. While all the streets near the project study area are signed with Residential Permit Parking Areas "S" and "U", the four block faces immediately surrounding the project site

³ Class II bicycle facilities are separate bicycle lanes adjacent to the curb lane, while Class III bicycle facilities are signed routes only, where bicyclist share travel lanes with motor vehicles.

⁴ No off-street public parking exists inside the study area.

have no parking restrictions. Within the “U” and “S” residential parking area, vehicles without Residential Permits are subject to the two- and three-hour time limits in unmetered parking spaces.

The existing on-street parking conditions in the study area were quantitatively assessed during the weekday midday peak and the evening periods. The parking study area includes a total of about 1,610 on-street parking spaces. Parking occupancy in the study area is about 86 percent of capacity during the midday period, and 93 percent of capacity during the evening period.

Impacts

Significance Criteria

The following are the significance criteria regarding transportation used by the Planning Department for the determination of impacts associated with a proposed project:

- The operational impact on signalized intersections is considered significant when project-related traffic causes the intersection level of service to deteriorate from LOS D or better to LOS E or F, or from LOS E to LOS F. [The operational impacts on unsignalized intersections are considered potentially significant if project-related traffic causes the level of service at the worst approach to deteriorate from LOS D or better to LOS E or F and Caltrans signal warrants would be met, or would cause Caltrans signal warrants to be met when the worst approach is already operating at LOS E or F.] The project may result in significant adverse impacts at intersections that operate at LOS E or F under existing conditions depending upon the magnitude of the project’s contribution to the worsening of the average delay per vehicle. In addition, the project would have a significant adverse impact if it would cause major traffic hazards or contribute considerably to cumulative traffic increases that would cause deterioration in levels of service to unacceptable levels.
- San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project’s social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact. (CEQA Guidelines § 15131(a).) The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is an environmental impact, there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to

transit service in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 16.102 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, reasonably addresses potential secondary effects.

- The project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in delays or operating costs such that significant adverse impacts in transit service levels could result. With the MUNI and regional transit screenlines analyses, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the PM peak hour.
- The project would have a significant effect on the environment if it would result in substantial pedestrian overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.
- The project would have a significant effect on the environment if it would create particularly hazardous conditions for pedestrians or bicyclists, or otherwise substantially interfere with pedestrian and bicycle accessibility. A project would have a significant effect on the environment if it would result in a loading demand during the peak hour of loading activities that could not be accommodated within proposed on-site loading facilities or within convenient on-street loading zones, and created potentially hazardous conditions or significant delays affecting traffic, transit, bicycles or pedestrians. Construction-period transportation impacts are generally not considered significant due to their temporary and limited duration.

Project Travel Demand Analysis

Project travel demand refers to the new vehicle, transit, and pedestrian trips generated by the proposed project. Project trip generation is the number of person-trips generated by the proposed uses. The transportation study was based on 450 residential units (including 85 senior housing units), up to 5,000 gsf of retail space, up to 10,000 gsf of community facility space, and approximately 352 parking spaces.

Table 2 presents the estimated person-trip generation to and from the project site based on trip generation rates provided in the *Transportation Impact Analysis Guidelines for Environmental Review (2002 Transportation Guidelines)* for the proposed residential and retail uses; trip generation rates for the proposed community space were adopted from survey results produced for the *Jewish Community Center Transportation Study*.⁵ Person-trip generation for residential uses include work and non-work trips, and for non-residential space includes both employee and visitor trips.

TABLE 2
PERSON TRIPS PER TIME SCENARIO

| Land Use | Size | Trip Generation Rates | | Total Person Trips | |
|--------------------------------------|-----------|-----------------------|---------|--------------------|------------|
| | | Daily | PM Peak | Daily | PM Peak |
| Residential: studio / 1 bedroom | 304 Units | 7.5 / unit | 17.3% | 2,280 | 394 |
| Residential: 2 or more bedrooms | 61 Units | 10 / unit | 17.3% | 610 | 106 |
| Senior Housing | 85 Units | 5 / unit | 6.0% | 425 | 26 |
| Retail | 5,000 sf | 150 / ksf | 9.0% | 750 | 68 |
| Community Facility | 10,000 sf | 68 / ksf | 8.6% | 680 | 58 |
| Total Project Trip Generation | | | | 4,745 | 652 |

SOURCES: Wilbur Smith Associates, using the 2002 Transportation Guidelines Table C-3 and *Jewish Community Center Transportation Study*, Final Report, August 2000.

The project would generate about 4,745 person trips per day (inbound and outbound trips), with 3,315 residential-generated person trips and 1,430 retail- and community facility-generated person trips. Of these, about 652 person trips would occur in the p.m. peak hour, with 526 person trips generated by the residential uses and 126 person trips generated by the retail and community facility uses. All trips are ‘net new’ because the site is vacant, except for dental clinic trips.

The net new person trips generated by the project were assigned to travel modes to determine the number of auto, transit, and “other” trips to and from the site, where “other” includes walk, bicycle, motorcycle, taxi and additional modes (see Table 3, page III.C-10). Mode split information for the residential uses was based on the 2000 U.S. Census journey-to-work data for the census tract that contains the project site (i.e., Tract #168). Mode split information for the retail and community facility uses were based information in the *2002 Transportation Guidelines* and in the *Jewish Community Center Transportation Study*, respectively. The project would generate about 260 new p.m. peak-hour auto trips (206 vehicle trips).⁶ The project would also generate an increase of about 280 transit trips and 112 “other” trips in the weekday p.m. peak hour.

Project-generated trips were distributed based on the origin or destination of a specific trip and were assigned to the local streets in the study area.

⁵ Wilbur Smith Associates, *Jewish Community Center Transportation Study*, Final Report, August 2000.

⁶ Average vehicle occupancy rate (obtained from the 2000 U.S. Census and the *2002 Transportation Guidelines*) were used to convert auto person trips to vehicle trips.

TABLE 3
MODE SPLIT FOR PROJECT-GENERATED PM PEAK HOUR TRIPS

| Land Use | Total | PM Peak Hour Trips by Travel Mode | | | | | | Vehicle | |
|--------------------|-------|-----------------------------------|-------|---------|-------|------------|-------|---------|-----|
| | | Autos | | Transit | | Walk/Other | | Daily | PM |
| | | % | Trips | % | Trips | % | Trips | | |
| Residential | 500 | 36% | 180 | 49% | 245 | 15% | 75 | 929 | 161 |
| Senior Housing | 26 | 36% | 9 | 49% | 13 | 15% | 4 | 137 | 8 |
| Retail | 68 | 65% | 44 | 7% | 5 | 28% | 19 | 258 | 23 |
| Community Facility | 58 | 47% | 27 | 29% | 17 | 24% | 14 | 157 | 14 |
| Total | 652 | 40% | 260 | 43% | 280 | 17% | 112 | 1,481 | 206 |

SOURCES: Wilbur Smith Associates, using 2002 *Transportation Guidelines*, and 2000 U.S. Census data

Traffic Impacts

The 2000 *Highway Capacity Manual* methodology was used to analyze the levels of service at eight study intersections for Existing, Existing plus Project, and Cumulative 2025 conditions for the weekday p.m. peak hour. Traffic impacts directly related to the proposed project were assessed under Existing plus Project and Cumulative conditions.

New p.m. peak-period intersection turning movement counts were conducted in May 2005 at Laguna Street / Haight Street, Octavia Street / Haight Street, Laguna Street / Waller Street, Buchanan Street / Haight Street, Buchanan Street / Waller Street and Buchanan Street / Hermann Street. Counts for the remaining four study intersections were obtained from the transportation impact study performed for the *Market and Octavia Plan EIR*.⁷

Four of the study intersections are signalized and six are unsignalized stop-controlled intersections. The project's proposed vehicular entrance at Laguna Street / Waller Street is currently uncontrolled for the northbound and southbound movements on Laguna Street, and there is a stop sign at the westbound approach on Waller Street; the eastbound approach at this intersection is currently gated and is not open to the public.

Table 4 presents the levels of service and corresponding delay at each study intersection for the weekday p.m. peak hour. For unsignalized side street stop controlled intersections, the intersection LOS is reported based on the worst approach. As shown in the table, all of the study intersections currently operate at LOS D or better during the p.m. peak hour.

⁷ Note that the turning movement count at the intersection of Market Street / Octavia Street was collected by Wilbur Smith Associates before construction of the Octavia Boulevard began, and when McCoppin Street was connected to Market Street. The intersection traffic volumes used to analyze Existing Conditions were based on counts conducted for the *Market and Octavia Plan EIR Transportation Study*.

TABLE 4
SUMMARY OF LEVELS OF SERVICE (LOS) AND AVERAGE DELAY (SECONDS/VEHICLE) AT STUDY INTERSECTIONS^a

| Intersection | Control ^b | Existing | | Existing Plus Project | | Cumulative (2025) | |
|--|----------------------|----------|---------------|-----------------------|---------------|-------------------|---------------|
| | | LOS | Average Delay | LOS | Average Delay | LOS | Average Delay |
| Market Street / Octavia Boulevard ^c | Signalized | D | 42.2 | D | 49.7 | E | 78.3 |
| Market St. / Church St. / 14th Street | Signalized | D | 53.8 | D | 54.1 | E | 63.1 |
| Market Street / Dolores Street | Signalized | A | 7.7 | A | 7.7 | A | 8.4 |
| Buchanan Street / Hermann Street | SSSC | B | 13.6 | B | 13.7 | C | 16.3 |
| Buchanan Street / Waller Street | SSSC | B | 10.2 | B | 10.3 | B | 11.3 |
| Buchanan Street / Haight Street | SSSC | B | 14.9 | C | 17.0 | C | 24.4 |
| Market/Laguna/Hermann/Guerrero | Signalized | D | 40.7 | D | 40.9 | E | 61.5 |
| Octavia Street / Haight Street ^d | SSSC / Signalized | B | 11.2 | B | 11.6 | C | 20.1 |
| Laguna Street / Waller Street | SSSC | C | 16.9 | C | 24.3 | D | 27.4 |
| Laguna Street / Haight Street | SSSC | C | 17.9 | C | 23.7 | F ^e | 52.3 |
| Laguna / Proposed Micah Way | SSSC | n/a | n/a | B | 13.2 | B | 14.0 |
| Hermann / Proposed Lindhardt Lane | SSSC | n/a | n/a | A | 8.4 | A | 8.4 |

^a Signalized intersection LOS based on average intersection delay, based on the methodology in the *Highway Capacity Manual*, 2000 Edition. All-way stop controlled or side-street stop controlled intersection LOS based on average intersection delay, also based on the methodology in the *Highway Capacity Manual*, 2000 Edition.

^b Signalized= Signal controlled, SSSC = Side street stop controlled.

^c At the time traffic counts were conducted for Existing Conditions, McCoppin Street connected to Market Street and Octavia Boulevard.

^d Octavia/Haight was analyzed as a side street stop controlled intersection under Existing Conditions (delay presented for worst approach), and as a signalized intersection under Existing plus Project conditions (delay presented for the overall intersection).

^e Although the worst approach would operate at LOS F, the intersection would not meet Caltrans signal warrants, and therefore would operate under satisfactory conditions.

SOURCE: Wilbur Smith Associates (2006)

Existing Plus Project

The vehicular entrances and exits to the project site would be at the following four access locations: (1) the intersection of Waller and Laguna Streets with access to the below-grade parking Garage A, (2) the intersection of the proposed Micah Way and Laguna Street (midblock on Laguna between Waller and Haight Streets), (3) the intersection of the proposed Lindhardt Lane and Hermann Street (on Hermann between Laguna and Buchanan Streets), and (4) from Buchanan Street just north of the dental clinic. The expected project traffic was added to existing traffic volumes to obtain project conditions. The assignment of project trips to access locations 1, 2 and 3 were based on the proportion of parking spaces accessible from each street; access from Buchanan Street would be used exclusively for the existing dental clinic use, and no project trips were assigned to that location.

The recently constructed Central Freeway Touchdown was analyzed as part of the Existing plus Project and 2025 Cumulative conditions analysis. Adjustments were made to existing counts (which were taken prior to the opening of the U.S. 101 on- and off-ramps at Octavia Boulevard) based on the analysis conducted for the *Market and Octavia Plan EIR Transportation Study*.⁸ The resulting volumes were then compared to field observations and counts taken in November 2005 (post-Octavia Boulevard opening). As a result, the estimated volumes related to the freeway ramps under Existing plus Project and Cumulative conditions are consistent with volumes taken after the Octavia Boulevard opening.

As shown in Table 4, the net increase to traffic volumes associated with the project would result in minor changes to the average delay per vehicle at the study intersections and would continue to operate at LOS D or above. Note that the proposed accesses at Laguna Street / Micah Way and Hermann Street / Lindhardt Lane would also operate satisfactorily under Existing plus Project conditions.⁹

Cumulative 2025 Conditions Traffic Impacts

Cumulative conditions (year 2025) turning movements for the signalized intersections were derived from the *Market and Octavia Plan EIR Transportation Study*. These projections were calculated from the San Francisco County Transportation Authority (SFCTA) model outputs. This rate accounts for traffic growth due to the proposed project, growth due to the Octavia Boulevard and freeway off-ramp, as well as cumulative background traffic.

Table 4, above, presents the results of the analysis of intersection operations expected for the year 2025. The table shows that the LOS at all study intersections is expected to operate at LOS D or better under 2025 conditions, except the signalized intersections of Market/Octavia Streets, Market/Church/14th Streets, and Market/Laguna/Hermann/Guerrero Streets, which would operate unsatisfactorily at LOS E. Although the worst approach at the unsignalized intersection of Laguna/Haight Streets would operate at LOS F, the weekday PM peak hour volumes would not meet Caltrans signal warrants.

Table 5 presents the project's cumulative contribution to projected traffic growth at the study intersections. Operating conditions at the following three study intersections would worsen to an unsatisfactory LOS E under 2025 Cumulative conditions: Market/Octavia Streets, Market/Church/14th Streets, and Market/Laguna/Hermann/Guerrero Streets. The proposed project's traffic contribution to these intersections would not be considered significant because project trips would not materially affect overall LOS performance at the affected intersection. For the intersections listed above project traffic would not represent a considerable contribution to 2025

⁸ Traffic volume adjustments were based on projected growth rates from the San Francisco County Transportation Authority travel demand model.

⁹ It should be noted that the intersection of Octavia/Haight was analyzed as a stop-controlled intersection under Existing Conditions. With the opening of the Octavia Boulevard / Central Freeway Touchdown, a signal was added at this location, and this intersection was analyzed as a signalized intersection under Existing plus Project conditions.

TABLE 5
PROJECT PERCENTAGE OF CUMULATIVE TRAFFIC VOLUME INCREASES

| Intersection | Existing Volume ^a | Cumulative Volume | Total Growth | Project Traffic | % of Total Growth | % of Total Volume |
|---------------------------------------|------------------------------|-------------------|--------------|-----------------|-------------------|-------------------|
| Market Street / Octavia Boulevard | 4,734 | 5,500 | 766 | 101 | 13.2% | 1.8% |
| Market St. / Church St. / 14th St. | 3,745 | 4,192 | 447 | 6 | 1.3% | 0.1% |
| Market Street / Dolores Street | 2,761 | 2,990 | 229 | 6 | 2.6% | 0.2% |
| Buchanan Street / Hermann Street | 793 | 854 | 61 | 10 | 16.4% | 1.2% |
| Buchanan Street / Waller Street | 555 | 612 | 57 | 9 | 15.8% | 1.5% |
| Buchanan Street / Haight Street | 977 | 1,111 | 134 | 9 | 6.7% | 0.8% |
| Market/Laguna/Hermann/Guerrero | 3,548 | 4,088 | 540 | 79 | 14.6% | 1.9% |
| Octavia Street / Haight Street | 3,086 | 3,663 | 577 | 43 | 7.5% | 1.2% |
| Laguna Street / Waller Street | 746 | 957 | 211 | 122 | 57.8% | 12.7% |
| Laguna Street / Haight Street | 1,007 | 1,271 | 264 | 80 | 30.3% | 6.3% |

^a Existing volumes include the estimated volumes related to the Central Freeway / Octavia Boulevard ramps.

Note: Bold typeface signifies intersections projected to operate at LOS E or F under 2025 cumulative conditions.

SOURCE: Wilbur Smith Associates (2006)

Cumulative Conditions, and the project would not have a significant traffic impact at these intersections. Therefore, the project's impacts to local intersection operations would be less than significant.

Cumulative Traffic Impacts of the Market and Octavia Area Plan.

The cumulative traffic analysis completed for the Market and Octavia Area Plan EIR, which included development at the project site, found that two of the study intersections common to both the project and the Area Plan would have significant cumulative impacts under 2025 conditions. These are the intersections are Market/Laguna/Hermann/ Guerrero Streets (because traffic conditions would degrade from LOS C or D for 2025 without Plan conditions to LOS E or F for 2025 with Plan conditions), and the intersection of Market/Church/14th Streets (because it would have a cumulatively considerable contribution to an intersection operating at LOS E or F for 2025 with Plan conditions). The Plan would add substantial numbers of vehicles to multiple movements which determine overall LOS performance at these two intersections. As noted in Table 5, above, the project's contribution to these cumulative conditions would not be considered significant.

Transit Impacts

The proposed project would generate about 280 new transit trips during the p.m. peak hour. Transit trips to and from the project were assigned to the nearby Muni bus lines, including the 6-Parnassus, 7-Haight, and 71-Haight/Noriega, the Muni fixed rail lines including the K, L, M and N. A portion of these trips were also assigned to connect to regional transit providers such as Golden Gate Transit, BART, Golden Gate Ferry Service, AC Transit, SamTrans, and Caltrain.

The addition of the project-generated trips would not substantially increase the peak-hour capacity utilization of bus lines within a quarter mile radius of the project site (for the north/south, east/west and Market Street corridors). The capacity utilization for all three line groups would remain similar to those under Existing conditions (i.e., would increase by no more than two percent), and in general would operate with available capacity to accommodate additional passengers with the exception of the southbound lines. However, it should be noted that the capacity utilization of the southbound lines (88 to 89 percent) represents an average for three southbound lines (22-Filmore, 47-Van Ness, 49-Van Ness/Mission), and the capacity utilization of individual southbound lines may be operating below Muni's capacity utilization standard and therefore would not present a substantial impact to Muni service.

Parking Impacts

The project would provide a total of 352 parking spaces, including 301 spaces available for the proposed residential uses, and 51 spaces reserved for the existing dental clinic.¹⁰ Of the 301 spaces, 10 spaces would be designated for car share organizations and 22 spaces would be handicapped-accessible spaces. The project's parking supply, and the calculated project-generated parking demand are presented in Table 6.

**TABLE 6
PARKING DEMAND AND SUPPLY**

| Use | Peak Demand (evening) | Peak Demand (midday) | Proposed Supply ^b |
|--------------------|--------------------------|-------------------------|------------------------------|
| Residential | 379 | 304 ^a | |
| Senior Housing | 17 | 14 ^a | |
| Retail | 28 | 28 | |
| Community Facility | 20 | 20 | |
| Total | 444 | 366 | 301 |

^a Peak midday residential demand is estimated in the *2002 Transportation Guidelines* to be about 80 percent of peak evening demand.

^b The proposed parking supply excludes the 51 spaces reserved for the existing dental clinic (36 garage spaces and 15 internal on-street spaces).

SOURCES: Wilbur Smith Associates (2006), using *2002 Transportation Guidelines*

Because the project site currently has a P-zoning designation, and private residential or retail uses are not permitted uses under P-zoned sites (unless they are accessory to an institutional or educational use), there are no specific parking requirements for these uses at the project site. However, for informational purposes, the following provides a discussion of the parking requirements for residential, senior housing, retail, and community facility uses allowable under

¹⁰ Of the proposed project's total 352 parking spaces, 334 spaces would be located in the underground parking structures and 18 spaces would be located on-street along the interior private streets, of which 15 would be for dental clinic use during the day and potentially for residential use after dental clinic business hours. The remaining 3 spaces would be provided for residential use only. However, as a conservative assumption, these spaces were not included as part of the parking supply available for residential space.

the Planning Code if most of the project site were zoned for such uses, as well as the parking requirements under the proposed RTO and NCT-3 districts.

Section 151 of the *Planning Code* requires one space per residential unit (365 spaces), 0.2 space per unit for senior housing (17 spaces), and one space for each 500 square feet of occupied floor area, when the proposed amount of community facility space is greater than 5,000 square feet (17 spaces); the Planning Code would not require any parking for the proposed retail space because the occupied square footage would be less than 5,000 square feet.¹¹

Based on the draft Market and Octavia Area Plan, new parking requirements may be implemented for the RTO and NCT-3 districts.¹² Under these requirements as currently proposed, the project would not be required to provide any minimum amount of parking supply. The Market and Octavia Area Plan calls for no minimum residential parking requirements.

Under the proposed plan's parking requirements, a maximum of 0.75 space per residential unit for the RTO district, and 0.5 space per unit for the NCT-3 district, would be permitted as of right. With conditional use authorization, a maximum of 1 space per residential unit for the RTO district for two or more bedroom units, and 0.75 space per studio/one-bedroom residential unit and 1 space per two or more bedroom units for the NCT-3 district, would be allowable. Under these proposed parking requirements, the project would be allowed to provide a maximum of between 225 and 338 parking spaces for residential uses (permitted), or a maximum of between 358 and 450 parking spaces for residential uses with conditional use authorization, as currently proposed by the project sponsor. A range of parking spaces is given because of the range of the number of bedrooms that are proposed on the project site.

The non-residential parking proposed is for the existing UCSF Dental Clinic, community facilities, and retail uses. As described in Section II. Project Description, the dental clinic would remain in a P-zoning district, for which there are no parking requirements. For the dental clinic, it is assumed that half of the parking spaces would replace existing spaces, and would be permitted under the Plan. Note that under the Market and Octavia Area Plan, no spaces would be required for the retail and community uses. Therefore, if the Market and Octavia Area Plan is approved, then the proposed project would be consistent with the Plan's proposed *Planning Code* parking requirements.

Project-generated parking demand is the estimated demand each land use would create for parking. For this analysis, the parking demand was developed according to the *2002 Transportation Guidelines* methodology (see Table 6, above). The actual demand for parking that a project may generate is not necessarily the same as what is required by the Planning Code. The estimated peak parking demand would exceed the 301 spaces that the project would provide (an unmet midday

¹¹ At the present time, the community facility uses have not been programmed, and therefore, the community facility was conservatively analyzed as "other business office" use, which has the highest code requirements of all the potential uses.

¹² Note that the Proposed 55 Laguna Street Project is not proposed as part of the *Market and Octavia Area Plan*.

demand of 65 spaces, and an unmet evening demand of 143 spaces).¹³ The project's unmet demand would increase the project area's parking occupancy during the weekday midday from the current 86 percent to 90 percent. During evening hours, public on-street parking in the study area is currently about 93 percent of capacity, with about 110 spaces available to accommodate additional demand. As a result, not all of the evening unmet demand would be accommodated in the immediate vicinity of this site, and drivers of about 33 vehicles would have to find parking elsewhere or resort to other travel mode alternatives.

Provision of 10 vehicles associated with car share organizations on-site could reduce the demand for on-street parking in the area by providing an alternative to owning and operating a personal automobile.

Parking Garage Layout

Specifics regarding the internal circulation and design of the proposed parking garages have not yet been detailed. However, it is anticipated that the project would be designed within *Planning Code* standards.

Control devices for the parking garages have not been finalized. However, based on the current plans, it is anticipated that control devices would be located immediately inside the garage driveways. Any queues that would form from vehicles entering the garages would remain within the new interior private streets and therefore would not affect local traffic circulation.

Pedestrian Impacts

Currently, sidewalks are provided along all four sides of the project site (approximately 15 feet wide along Laguna, Buchanan, Hermann Streets and 12 feet wide along Haight Street). New sidewalks would be provided on the interior streets Lindhardt Lane and Micah Way. In addition, new curb bulb-outs would be provided at the intersections of Laguna Street / Hermann Street, Laguna Street / Waller Street, Haight Street / Laguna Street, Haight Street / Buchanan Street, Buchanan Street / Hermann Street, and at the interior street intersections.

The project is expected to generate new pedestrian traffic in the area. In addition, project-generated transit trips will begin as pedestrian trips traveling to the appropriate transit stop. Existing pedestrian volumes were observed to be low operating at free-flow conditions during the weekday PM peak period. New pedestrian trips generated by the project would be accommodated on the existing sidewalks and crosswalks adjacent to the project and would not substantially affect current pedestrian conditions. Therefore, the project's impacts to the pedestrian network would be less than significant.

¹³ Based on the *Market & Octavia Plan EIR Transportation Study*, due to parking supply constraints in the local area, parking demand rates may be somewhat lower as compared to the standard rates assumed in the 2002 *Transportation Guidelines*.

Bicycle Impacts

Per recent revisions to the Planning Code, Section 155.5, the project would be required to provide about 104 bicycle parking spaces (residential projects over 50 units must have 25 Class 1 bicycle spaces plus one Class 1 bicycle space for every 4 dwelling units over 50. No bicycle requirements for senior units).¹⁴ As a residential building, the project would be exempt from providing shower and locker facilities. Though bicycle storage facilities have not yet been completely designed, it is anticipated that about 104 bicycle parking spaces would be provided throughout the project site within each of the garages, and would therefore exceed this Code requirement.

The project would provide adequate bicycle parking and would not interfere with existing bicycle facilities and/or plans. The project's impact to bicycle circulation would be less than significant.

Freight Loading and Service Impacts

Per the Planning Code, Section 152, the project would be required to provide a total of three off-street loading spaces (two off-street loading spaces for residential projects that have between 200,001 and 500,000 square feet of floor area, and one space for community facility use between 10,001 and 60,000 square feet of space). The project proposes one off-street loading space for senior housing use in a loading dock located in Garage A with access from Laguna Street. The project sponsor would seek an exception for the off-street loading requirement and would instead seek up to three curb loading spaces from the Department of Parking and Traffic.

The project-generated loading/service demand would be about 15 trucks per day. This includes mail delivery, maintenance, deliveries, and move-in/move-out activities. These daily truck trips correspond to an average demand for less than one space during both an average and peak hour of loading activities. It is anticipated that most of deliveries would occur between normal business hours, 8:00 AM to 5:00 PM.

The project would have separate enclosed trash areas on the ground floor of the garages. Garage trucks would be able to access each of the trash facilities either from the interior streets or from Buchanan and Laguna Streets.

Passenger loading and moving activities would take place on-street along the interior streets Lindhardt Lane and Micah Way. In addition, an on-street passenger loading zone would be designated along Laguna Street.

The provision of additional on-street loading spaces rather than two off-street spaces at a single location would meet the project's expected loading, service, and delivery needs. With the one off-street loading space and additional curb loading spaces, the project would have a less than significant impact on loading and service access.

¹⁴ Amendment 129.06 on May 24, 2006 to Planning Code Section 155.5. According to this amendment, the proposed project would require approximately 104 bicycle parking spaces [365 non-senior units minus 50 dwelling units = 315 (divided by 4 = 78.75); 25 plus 78.75 = 103.75 (rounded to 104)].

Construction Impacts

Construction of the project would take approximately 36 months in three overlapping phases. During the phase when sidewalks would be modified to install trees, the affected sidewalks would be temporarily closed, and pedestrians would be directed to use sidewalks on the opposite side of the street. At all other times during construction, sidewalks would remain open, but temporary protection may be required in certain areas to protect pedestrians. In locations where no sidewalks are currently provided, temporary pedestrian access would be available. Vehicular traffic in and out of the site may require a flagger while crossing over sidewalks.

Construction staging would occur on-site at locations to be specified based on street access, crane locations and building locations. Using the current configuration, there would be enough open space to accommodate temporary off-loading and stacking of materials prior to landing onto the buildings.

The maximum number of workers at the height of construction is anticipated to be approximately 185 on-site personnel. Temporary parking demand for construction workers' vehicles (expected to be accommodated on the project site) and impacts on local intersections from construction worker traffic would occur in proportion to the number of construction workers who would use automobiles.

It is anticipated that construction-related trucks would access the project site via the established truck route on Fell Street, which would be accessed to and from U.S. 101 and I-80 via the Market/Octavia on- and off-ramps. Haul routes would be subject to the City's approval. It is anticipated that no regular travel lanes or Muni bus stops would need to be closed or relocated during the construction duration.

Construction-related impacts to transportation, circulation, and parking would be temporary and would be a less-than-significant impact. Thus, no mitigation is required.

The proposed rezoning from P (Public) to either RTO (Residential-Transit Oriented) and NCT-3 (Neighborhood Commercial, Transit Oriented) or to a Mixed-Use Special Use District would permit other medium-density residential projects at the same site with generally similar transportation, circulation, and parking impacts as the proposed project. As no significant transportation, circulation, or parking impacts were identified with the proposed project, the proposed rezoning effort would also have no significant transportation, circulation, or parking impacts.

References – Transportation, Circulation, and Parking

City and County of San Francisco, *Market and Octavia Neighborhood Plan Draft EIR*, Case No. 2003.0347E, June 25, 2005.

San Francisco Planning Department, *Transportation Impact Analysis Guidelines for Environmental Review*, October, 2002.

Wilbur Smith Associates, *55 Laguna Street – Final Transportation Study*, April 14, 2006.

Wilbur Smith Associates, *55 Laguna Street – Revised Parking and Bicycle Analysis- Draft 5*, Memo from Bill Hurrell and Terri O'Connor, WSA, to Rana Amahdi, San Francisco Planning Department, October 2, 2006.

Wilbur Smith Associates, *Jewish Community Center Transportation Study*, Final Report, August 2000.

D. Air Quality

This section discusses the potential impacts of the proposed development of the 55 Laguna Mixed Use project on the local and regional air quality.

Setting

Regulatory Context

The United States Environmental Protection Agency (EPA) is responsible for implementing the programs established under the federal Clean Air Act, such as establishing and reviewing the federal ambient air quality standards and judging the adequacy of State Implementation Plans (SIP). However, the EPA has delegated the authority to implement many of the federal programs to the states while retaining an oversight role to ensure that the programs continue to be implemented. In California, the California Air Resources Board (CARB) is responsible for establishing and reviewing the state ambient air quality standards, developing and managing the California SIP, securing approval of this plan from U.S. EPA, and identifying toxic air contaminants (TACs). CARB also regulates mobile emissions sources in California, such as construction equipment, trucks, and automobiles, and oversees the activities of air quality management districts, which are organized at the county or regional level. An air quality management district is primarily responsible for regulating stationary emissions sources at facilities within its geographic areas and for preparing the air quality plans that are required under the federal Clean Air Act and California Clean Air Act. The Bay Area Air Quality Management District (BAAQMD) is the regional agency with regulatory authority over emission sources in the Bay Area, which includes all of San Francisco, San Mateo, Santa Clara, Alameda, Contra Costa, Marin, and Napa counties and the southern half of Sonoma and southwestern half of Solano counties.

Criteria Air Pollutants

As required by the federal Clean Air Act passed in 1970, the U.S. EPA has identified six criteria air pollutants that are pervasive in urban environments and for which state and national health-based ambient air quality standards have been established. EPA calls these pollutants criteria air pollutants because the agency has regulated them by developing specific public health- and welfare-based criteria as the basis for setting permissible levels. Ozone, carbon monoxide (CO), nitrogen dioxide (NO₂), sulfur dioxide (SO₂), particulate matter (PM), and lead are the six criteria air pollutants.

Ozone

Ozone is a respiratory irritant and an oxidant that increases susceptibility to respiratory infections and that can cause substantial damage to vegetation and other materials. Ozone is not emitted directly into the atmosphere, but is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving reactive organic gases (ROG) and nitrogen oxides (NOx). ROG and NOx are known as precursor compounds for ozone. Significant ozone

production generally requires ozone precursors to be present in a stable atmosphere with strong sunlight for approximately three hours. Ozone is a regional air pollutant because it is not emitted directly by sources, but is formed downwind of sources of ROG and NOx under the influence of wind and sunlight. Ozone concentrations tend to be higher in the late spring, summer, and fall, when the long sunny days combine with regional subsidence inversions to create conditions conducive to the formation and accumulation of secondary photochemical compounds, like ozone. Ground level ozone in conjunction with suspended particulate matter in the atmosphere leads to hazy conditions generally termed as "smog".

Carbon Monoxide

Carbon monoxide, a colorless and odorless gas is a non-reactive pollutant that is a product of incomplete combustion and is mostly associated with motor vehicles. High carbon monoxide concentrations develop primarily during winter when periods of light wind combine with the formation of ground level temperature inversions (typically from the evening through early morning). These conditions result in reduced dispersion of vehicle emissions. Motor vehicles also exhibit increased carbon monoxide emission rates at low air temperatures. When inhaled at high concentrations, carbon monoxide combines with hemoglobin in the blood and reduces the oxygen-carrying capacity of the blood. This results in reduced oxygen reaching the brain, heart, and other body tissues. This condition is especially critical for people with cardiovascular diseases, chronic lung disease or anemia.

Nitrogen Dioxide

Nitrogen dioxide is an air quality concern because it acts a respiratory irritant and is a precursor of ozone. Nitrogen dioxide is produced by fuel combustion in motor vehicles, industrial stationary sources (such as industrial activities), ships, aircraft, and rail transit.

Sulfur Dioxide

Sulfur dioxide is a combustion product of sulfur or sulfur-containing fuels such as coal and oil, which are restricted in the Bay Area. Its health effects include breathing problems and may cause permanent damage to lungs. SO₂ is an ingredient in acid rain (acid aerosols), which can damage trees, lakes and property. Acid aerosols can also reduce visibility.

Particulate Matter

PM-10 and PM-2.5 consist of particulate matter that is 10 microns or less in diameter and 2.5 microns or less in diameter, respectively. A micron is one-millionth of a meter, or less than one-25,000th of an inch. For comparison, human hair is 50 microns or larger in diameter. PM-10 and PM-2.5 represent particulate matter of sizes that can be inhaled into the air passages and the lungs and can cause adverse health effects. Particulate matter in the atmosphere results from many kinds of aerosol-producing industrial and agricultural operations, fuel combustion, and atmospheric photochemical reactions. Some sources of particulate matter, such as demolition and construction activities, are more local in nature, while others, such as vehicular traffic, have a more regional effect. Very small particles (PM-2.5) of certain substances (e.g., sulfates and nitrates) can cause lung damage directly, or can contain adsorbed gases (e.g., chlorides or

ammonium) that may be injurious to health. Particulates also can damage materials and reduce visibility.

PM-10 emissions in the project area are mainly from urban sources, dust suspended by vehicle traffic and secondary aerosols formed by reactions in the atmosphere. Particulate concentrations near residential sources generally are higher during the winter, when more fireplaces are in use and meteorological conditions prevent the dispersion of directly emitted contaminants.

Lead

Leaded gasoline (phased out of U.S. gasoline since 1996), paint (houses, cars), smelters (metal refineries), manufacture of lead storage batteries have been the primary sources of lead released into the atmosphere. Lead has a range of adverse neurotoxic health effects; children are at special risk. Some lead-containing chemicals cause cancer in animals.

Some criteria air pollutants are considered regional in nature, some are considered local, and some have characteristics that are both regional and local. Air pollutants are also characterized as "primary" and "secondary" pollutants. Primary pollutants are those emitted directly into the atmosphere (such as carbon monoxide, sulfur dioxide, lead particulates, and hydrogen sulfide). Secondary pollutants are those formed through chemical reactions in the atmosphere; these chemical reactions usually involve primary pollutants, normal constituents of the atmosphere, and other secondary pollutants. Ozone is a secondary air pollutant produced in the atmosphere through a complex series of photochemical reactions involving ROG compounds and NO_x. ROG and NO_x are known as precursor compounds for Ozone. Ozone is a regional air pollutant because its precursors are transported and diffused by wind concurrently with Ozone production.

Ambient CO concentrations normally are considered a local effect and typically correspond closely to the spatial and temporal distributions of vehicular traffic. Wind speed and atmospheric mixing also influence CO concentrations. Under inversion conditions, CO concentrations may be distributed more uniformly over an area out to some distance from vehicular sources.

Ambient Air Quality Standards

Regulation of criteria air pollutants is achieved through both national and state ambient air quality standards and emissions limits for individual sources. Regulations implementing the federal Clean Air Act and its subsequent amendments established national ambient air quality standards (national standards) for the six criteria pollutants. California has adopted more stringent state ambient air quality standards for most of the criteria air pollutants. In addition, California has established state ambient air quality standards for sulfates, hydrogen sulfide, vinyl chloride, and visibility-reducing particles. Because of the unique meteorological problems in the state, there is considerable diversity between state and federal standards currently in effect in California, as shown in Table 7. The table also summarizes the related health effects and principal sources for each pollutant.

TABLE 7
AMBIENT AIR QUALITY STANDARDS AND BAY AREA ATTAINMENT STATUS

| Pollutant | Averaging Time | State Standard | Attainment Status for California Standard | Federal Primary Standard | Attainment Status for Federal Standard | Bay Area |
|----------------------------|------------------------|----------------|---|--------------------------|--|--|
| Ozone | 8 hour | 0.07 ppm | --- | 0.08 ppm | Nonattainment | Motor vehicles, Other mobile sources, combustion, industrial and commercial processes |
| | 1 hour | 0.09 ppm | Non-Attainment | --- | --- | --- |
| Carbon Monoxide | 8 hour | 9.0 ppm | Attainment | 9 ppm | Attainment | Internal combustion engines, primarily gasoline-powered motor vehicles |
| | 1 Hour | 20 ppm | Attainment | 35 ppm | Attainment | Motor vehicles, petroleum refining operations, industrial sources, aircraft, ships, and railroads |
| Nitrogen Dioxide | Annual Average | --- | --- | 0.053 ppm | Attainment | --- |
| | 1 Hour | 0.25 ppm | Attainment | --- | --- | --- |
| Sulfur Dioxide | Annual Average | — | — | 0.03 ppm | Attainment | Fuel combustion, chemical plants, sulfur recovery plants and metal processing |
| | 24 Hour | 0.04 ppm | Attainment | 0.14 ppm | Attainment | --- |
| | 1 Hour | 0.25 ppm | Attainment | --- | --- | --- |
| Particulate Matter (PM-10) | Annual Arithmetic Mean | 20 µg/m³ | Non-Attainment | 50 µg/m³ | Attainment | Dust- and fume-producing industrial and agricultural operations, combustion, atmospheric photochemical reactions, and natural activities (e.g., wind-raised dust and ocean sprays) |
| | 24 hour | 50 µg/m³ | Non-Attainment | 150 µg/m³ | Unclassified | --- |
| Particulate Matter (PM2.5) | Annual Arithmetic Mean | 12 µg/m³ | Non-Attainment | 15 µg/m³ | Attainment | Same as above |
| | 24 hour | — | — | 65 µg/m³ | Attainment | --- |
| Lead | Calendar Quarter | — | — | 1.5 µg/m³ | Attainment | Lead smelters, battery manufacturing & recycling facilities |
| | 30 Day Average | 1.5 µg/m³ | Attainment | — | — | — |

Note: ppm=parts per million; and µg/m³=micrograms per cubic meter

SOURCE: Bay Area Air Quality Management District, 2005, available at http://www.baaqmd.gov/pln/air_quality/ambient_air_quality.htm

The ambient air quality standards are intended to protect the public health and welfare, and they incorporate an adequate margin of safety. They are designed to protect those segments of the public most susceptible to respiratory distress, known as sensitive receptors, including asthmatics, the very young, the elderly, people weak from other illness or disease, or persons engaged in strenuous work or exercise. Healthy adults can tolerate occasional exposure to air pollution levels somewhat above the ambient air quality standards before adverse health effects are observed.

Attainment Status

Under amendments to the federal Clean Air Act, U.S. EPA has classified air basins or portions thereof, as either "attainment" or "nonattainment" for each criteria air pollutant, based on whether or not the national standards have been achieved. The California Clean Air Act, which is patterned after the federal Clean Air Act, also requires areas to be designated as "attainment" or "nonattainment" for the state standards. Thus, areas in California have two sets of attainment / nonattainment designations: one set with respect to the national standards and one set with respect to the state standards.

The Bay Area is currently designated "nonattainment" for state 1-hour and national 8-hour ozone standards and for the state PM-10 and PM-2.5 standards. The Bay Area is "attainment" or "unclassified" with respect to the other ambient air quality standards. Table 7 also shows the attainment status of the Bay Area with respect to the national and state ambient air quality standards for different criteria pollutants.

Air Quality Plans

The 1977 Clean Air Act Amendments require that regional planning and air pollution control agencies prepare a regional Air Quality Plan to outline the measures by which both stationary and mobile sources of pollutants can be controlled in order to achieve all standards specified in the Clean Air Act. The 1988 California Clean Air Act also requires development of air quality plans and strategies to meet state air quality standards in areas designated as nonattainment (with the exception of areas designated as nonattainment for the state PM standards). Maintenance plans are required for attainment areas that had previously been designated nonattainment in order to ensure continued attainment of the standards. Air quality plans developed to meet federal requirements are referred to as State Implementation Plans.

The BAAQMD prepares air Quality plans for the Bay Area with the cooperation of the Metropolitan Transportation Commission (MTC), and the Association of Bay Area Governments (ABAG). Currently, there are three plans for the Bay Area. These are:

- The *Ozone Attainment Plan for the 1-Hour National Ozone Standard* (ABAG, 2001) developed to meet federal ozone air quality planning requirements
- The recently adopted *Bay Area 2005 Ozone Strategy* (BAAQMD, 2006) developed to meet planning requirements related to the state ozone standard; and
- The *1996 Carbon Monoxide Redesignation Request and Maintenance Plan for Ten Federal Planning Areas*, developed by the air districts with jurisdiction over the ten planning areas

including the BAAQMD to ensure continued attainment of the federal carbon monoxide standard. In June 1998, the EPA approved this plan and designated the ten areas as attainment. The maintenance plan was revised most recently in 2004.

The Bay Area 2001 Ozone Attainment Plan was prepared as a proposed revision to the Bay Area part of California's plan to achieve the national ozone standard. The plan was prepared in response to US EPA's partial approval and partial disapproval of the Bay Area's 1999 Ozone Attainment Plan and finding of failure to attain the national ambient air quality standard for ozone. The Revised Plan was adopted by the Boards of the co-lead agencies at a public meeting and approved by the ARB in 2001. In July 2003, EPA signed a rulemaking proposing to approve the Plan. EPA also made an interim final determination that the Plan corrects deficiencies identified in the 1999 Plan.

Following three years of low ozone levels (2001, 2002 and 2003), in October 2003, EPA proposed a finding that the Bay Area had attained the national one-hour standard and that certain elements of the 2001 Plan (attainment demonstration, contingency measures and reasonable further progress) were no longer required. In April 2004, EPA made final the finding that the Bay Area had attained the one-hour standard and approved the remaining applicable elements of the 2001 Plan: emission inventory; control measure commitments; motor vehicle emission budgets; reasonably available control measures; and commitments to further study measures.

EPA recently transitioned from the national one-hour standard to a more health protective 8-hour standard. In April 2004, EPA designated regions for the new national 8-hour standard. Defined as "concentration-based," the new national ozone standard is set at 0.08 parts per million averaged over eight hours. The new national 8-hour standard is considered to be more health protective because it protects against health effects that occur with longer exposure to lower ozone concentrations.

In April 2004, EPA designated regions as attainment and nonattainment areas for the 8-hour standard. These designations took effect on June 15, 2004. EPA formally designated the Bay Area as a nonattainment area for the national 8-hour ozone standard, and classified the region as "marginal" according to five classes of nonattainment areas for ozone, which range from marginal to extreme. Marginal nonattainment areas must attain the national 8-hour ozone standard by June 15, 2007. While certain elements of Phase 1 of the 8-hour implementation rule are still undergoing legal challenge, EPA signed Phase 2 of the 8-hour implementation rule on November 9, 2005. It is not currently anticipated that marginal areas will be required to prepare attainment demonstrations for the 8-hour standard. Other planning elements may be required. The Bay Area plans to address all requirements of the national 8-hour standard in subsequent documents.

For state air quality planning purposes, the Bay Area is classified as a serious non-attainment area for ozone. The serious classification triggers various plan submittal requirements and transportation performance standards. One such requirement is that the Bay Area update the Clean Air Plan (CAP) every three years to reflect progress in meeting the air quality standards and to incorporate new information regarding the feasibility of control measures and new

emission inventory data. The Bay Area's record of progress in implementing previous measures must also be reviewed. On January 4, 2006, the BAAQMD adopted the most recent revision to the CAP - the Bay Area 2005 Ozone Strategy. The control strategy for the *2005 Ozone Strategy* is to implement all feasible measures on an expeditious schedule in order to reduce emissions of ozone precursors and consequently reduce ozone levels in the Bay Area and reduce transport to downwind regions.

In April 2005, ARB established a new eight-hour average ozone standard of 0.070 ppm. The new standard is expected to take effect in 2006. ARB is currently working on designations and implementation guidance for the new standard. The one-hour state standard has been retained. The San Francisco Bay Area has not attained the State eight-hour standards, and will be taking action as necessary to address those standards as appropriate once the planning requirements have been established.

Local Standards

BAAQMD Rules and Regulations

The BAAQMD is the regional agency responsible for rulemaking, permitting and enforcement activities affecting stationary sources in the Bay Area. Specific rules and regulations adopted by the BAAQMD limit the emissions that can be generated by various uses and/or activities, and identify specific pollution reduction measures that must be implemented in association with various uses and activities. These rules regulate not only emissions of the six criteria air pollutants, but also toxic emissions and acutely hazardous non-radioactive materials emissions.

Emissions sources subject to these rules are regulated through the BAAQMD's permitting process and standards of operation. Through this permitting process, including an annual permit review, the BAAQMD monitors generation of stationary emissions and uses this information in developing its air quality plans. Any sources of stationary emissions constructed as part of the proposed project would be subject to the BAAQMD *Rules and Regulations*. Both federal and state ozone plans rely heavily upon stationary source control measures set forth in BAAQMD's *Rules and Regulations*.

With respect to the construction phase of the project, applicable BAAQMD regulations would relate to portable equipment (e.g., Portland concrete batch plants, and gasoline- or diesel-powered engines used for power generation, pumps, compressors, pile drivers, and cranes), architectural coatings, and paving materials. Equipment used during project construction would be subject to the requirements of BAAQMD Regulation 2 (Permits), Rule 1(General Requirements) with respect to portable equipment unless exempt under Rule 2-1-105 (Exemption, Registered Statewide Portable Equipment); BAAQMD Regulation 8 (Organic Compounds), Rule 3 (Architectural Coatings); and BAAQMD Regulation 8 (Organic Compounds), Rule 15 (Emulsified and Liquid Asphalts).

Physical Setting

Climate and Meteorology

Atmospheric conditions such as wind speed, wind direction, and air temperature gradients interact with the physical features of the landscape to determine the movement and dispersal of air pollutants. The project site is located in the City and County of San Francisco and is within the boundaries of the San Francisco Bay Area Air Basin (Bay Area). The Bay Area Air Basin encompasses the nine-county region including all of Alameda, Contra Costa, Santa Clara, San Francisco, San Mateo, Marin and Napa counties, and the southern portions of Solano and Sonoma counties. The climate of the Bay Area is determined largely by a high-pressure system that is almost always present over the eastern Pacific Ocean off the West Coast of North America. During winter, the Pacific high-pressure system shifts southward, allowing storms to pass through the region. During summer and fall, emissions generated within the Bay Area can combine with abundant sunshine under the restraining influences of topography and subsidence inversions to create conditions that are conducive to the formation of photochemical pollutants, such as ozone and secondary particulates, such as nitrates and sulfates.

More specifically, the project site is located in the Peninsula climatological subregion. The peninsula region of the Bay Area extends from the area northwest of San Jose to the Golden Gate. The Santa Cruz Mountains extend up the center of the peninsula, with elevations exceeding 2,000 feet at the south end, and gradually decreasing to 500 feet elevation in South San Francisco, where it terminates. At the north end of the peninsula lies San Francisco. Because most of topography of San Francisco is below 200 feet, the marine layer is able to flow across most of the city, making its climate cool and windy.

The blocking effect of the Santa Cruz Mountains can be seen in the summertime maximum temperatures. In San Francisco, the maximum daily temperatures in June through August are in the mid-60s, while daily maximum temperatures during the winter months are in the high 50s. Annual average wind speeds range from 5 to 10 mph throughout the peninsula. Individual sites can show significant differences, however. Ft Funston in western San Francisco County shows a southwest wind pattern. Rainfall in San Francisco averages at about 19.5 inches per year.

On the peninsula, there are two important gaps in the Coast Range. The larger of the two is the San Bruno Gap, extending from Ft Funston on the ocean side to the San Francisco Airport on the Bay side. Because the gap is oriented in the same northwest to southeast direction as the prevailing winds, and because the elevations along the gap are under 200 feet, marine air is easily able to penetrate into the bay. The other gap in the Santa Cruz Mountains is the Crystal Springs Gap, along the highway 92 route between Half Moon Bay and San Carlos.

Air pollution potential is highest along the southeastern portion of the peninsula because this area is most protected from the high winds and fog of the marine layer, the emission density is relatively high, and pollutant transport from upwind sites is possible. In San Francisco, to the north, pollutant emissions are high, but winds are generally fast enough to carry the pollutants away before they can accumulate.

Existing Air Quality

Criteria Air Pollutants

The BAAQMD operates a regional air quality monitoring network that provides information on ambient concentrations of criteria air pollutants. Monitored ambient air pollutant concentrations reflect the number and strength of emissions sources and the influence of climate and topography. Table 8 presents a five-year summary of monitoring data from the monitoring stations closest to the project site for those pollutants for which the Bay Area is, or has been, designated “nonattainment.”

The monitoring data shown in Table 8 was collected at the BAAQMD monitoring station on Arkansas Street in San Francisco. This station is located approximately two miles southeast of the project site. As shown by Table 8, the two air pollutants of concern in San Francisco are ozone and PM-10. While the state 1-hour ozone standards have not been exceeded¹ since 2001 in San Francisco, ozone standards have been exceeded in the Bay Area many times since 2001, and San Francisco pollutants contribute to these regional ozone exceedances. In addition the state daily PM-10 standard was exceeded quite frequently over the last five years.

Table 9 shows trends in regional exceedances of the federal and state ozone standards. Because of the number of exceedances, ozone is the pollutant of greatest concern in the Bay Area. Bay Area counties experience most ozone exceedances during the period from April through October.

On-road motor vehicle sources emit approximately 39 percent and 54 percent of the regional inventory of ROG and NO_X, respectively.² Regional emissions of ozone precursors are expected to continue following a downward trend, at least through 2010.

On-road motor vehicles are responsible for approximately 60 percent of the carbon monoxide emitted within San Francisco.³ The state standards for carbon monoxide have not been violated at the monitoring station over the past five years. Within the region, carbon monoxide emissions are expected to continue to decrease due largely to the continual replacement of older, more polluting vehicle models with newer vehicle models that are designed to meet increasingly stringent state and federal tailpipe emissions standards.

In San Francisco, the major sources of primary PM-10 emissions (i.e., directly emitted) are paved road dust (32 percent), construction and demolition activities (19 percent), and residential fuel combustion (15 percent).⁴ Particulate concentrations near residential sources generally are higher during the winter, when more fireplaces are in use and meteorological conditions prevent the dispersion of directly emitted contaminants. Representative PM-2.5 data is unavailable for the project vicinity since a network for collecting data on PM-2.5 has only recently been established in California.

¹ Measured ambient concentrations of ozone did meet the state 1-hour ozone standard in 2003 and 2004. However, for the purposes of evaluating attainment relative to the California Clean Air Act, concentrations must exceed the state 1-hour standards to be in violation.

² Air Resources Board, 2005b.

³ ibid

⁴ ibid

TABLE 8
SAN FRANCISCO AIR QUALITY DATA SUMMARY (2001-2005)^a

| Pollutant | Standard ^c | Monitoring Data by Year ^b | | | | |
|--|-----------------------|--------------------------------------|-------------|-------------|-------------|------|
| | | 2001 | 2002 | 2003 | 2004 | 2005 |
| Ozone | | | | | | |
| Highest 1 Hour Average (ppm) ^c | | 0.08 | 0.05 | 0.09 | 0.09 | 0.06 |
| Days over State Standard Exceedances ^d | 0.09 | 0 | 0 | 0 | 0 | 0 |
| Days over National Standard | 0.12 | 0 | 0 | 0 | 0 | 0 |
| Highest 8 Hour Average (ppm) ^c | 0.08 | 0.05 | 0.05 | 0.06 | 0.06 | 0.05 |
| Days over National Standard Exceedances | | 0 | 0 | 0 | 0 | 0 |
| Carbon Monoxide | | | | | | |
| Highest 8 Hour Average (ppm) ^c | 9.0 | 3.3 | 2.6 | 2.8 | 2.2 | 1.7 |
| Days over State Standard Exceedances | | 0 | 0 | 0 | 0 | 0 |
| Particulate Matter (PM-10) | | | | | | |
| Highest 24 Hour Average – State ($\mu\text{g}/\text{m}^3$) ^{c,d} | 50 | 69.8 | 78.6 | 51.7 | 51.8 | 46.4 |
| Highest 24 Hour Average – National ($\mu\text{g}/\text{m}^3$) ^{c,d} | 150 | 67.4 | 74.1 | 50.8 | 48.6 | 44.6 |
| Estimated days over State Standard ^e | | 48 | 24 | 6 | 6 | 0 |
| Estimated days over National Standard ^e | | 0 | 0 | 0 | 0 | 0 |
| State Annual Average ($\mu\text{g}/\text{m}^3$) ^{c,d} | 20 | 27.8 | 26.0 | 22.7 | 22.5 | NA |
| National Annual Average ($\mu\text{g}/\text{m}^3$) ^{c,d} | 50 | 25.9 | 24.7 | 21.8 | 21.6 | NA |
| Particulate Matter (PM-2.5) | | | | | | |
| Highest 24 Hour Average - National ($\mu\text{g}/\text{m}^3$) ^{c,d} | 65 | 76.6 | 70.2 | 41.6 | 45.8 | 43.6 |
| Estimated days over National Standard ^e | | 2 | 4 | 0 | 0 | 0 |
| State Annual Average ($\mu\text{g}/\text{m}^3$) ^{c,d} | 12 | NA | 13.1 | 10.1 | 9.9 | NA |
| National Annual Average ($\mu\text{g}/\text{m}^3$) ^{c,d} | 15 | 11.5 | 13.1 | 10.1 | 9.9 | NA |

^a Generally, state standards are not to be exceeded and national standards are not to be exceeded more than once per year.

^b Data are from the Arkansas Street station in San Francisco.

^c ppm = parts per million; $\mu\text{g}/\text{m}^3$ = micrograms per cubic meter.

^d State and national data for PM-10 vary because state statistics are based on California approved samplers, whereas national statistics are based on samplers using federal reference or equivalent methods.

^e PM-10 is not measured every day of the year. Therefore, the number of days the standard is exceeded in the entire year is estimated based on the collected data.

NOTE: Values in bold are in excess of applicable standard. NA = Not Available.

SOURCE: California Air Resources Board, *Summaries of Air Quality Data*, 2001, 2002, 2003, 2004, 2005; <http://www.arb.ca.gov/adam>.

The trend in PM-10 concentrations is difficult to predict since the upward trend in directly-emitted PM-10 emissions (e.g., from increases in entrained road dust) is expected to be offset, at least to some extent, by anticipated decreases in emissions of PM-10 precursors, including ROG, NO_x, and sulfur oxides. (ROG and NO_x are precursor emissions to both ozone and PM-10.)

Sensitive Receptors

Some persons are considered more sensitive than others to air pollutants. The reasons for heightened sensitivity may include health problems, proximity to the emissions source, and duration of exposure to air pollutants. Land uses such as schools, hospitals, and convalescent homes are considered to be relatively sensitive to poor air quality because the very young, the old, and the infirm are more susceptible to respiratory infections and other air-quality-related health problems than the general public. Residential areas are considered sensitive to poor air quality because people are often at home for extended periods. Recreational land uses are moderately

TABLE 9
SUMMARY OF OZONE DATA FOR THE
SAN FRANCISCO BAY AREA AIR BASIN, 1995–2004

| Year | Number of Days Standard Exceeded ^a | | | Ozone Concentrations in ppm ^b | |
|------|---|--------------|--------------|--|--------------|
| | State 1 hr | Federal 1 hr | Federal 8 hr | Maximum 1 hr | Maximum 8 hr |
| 2004 | 7 | 0 | 0 | 0.11 | 0.084 |
| 2003 | 19 | 1 | 7 | 0.13 | 0.101 |
| 2002 | 16 | 2 | 7 | 0.16 | 0.106 |
| 2001 | 15 | 1 | 7 | 0.13 | 0.100 |
| 2000 | 12 | 3 | 9 | 0.15 | 0.144 |
| 1999 | 20 | 3 | 4 | 0.16 | 0.122 |
| 1998 | 29 | 8 | 16 | 0.15 | 0.111 |
| 1997 | 8 | 0 | 0 | 0.11 | 0.084 |
| 1996 | 34 | 8 | 14 | 0.14 | 0.112 |
| 1995 | 28 | 11 | 18 | 0.16 | 0.115 |

^a This table summarizes the data from all of the monitoring stations within the Bay Area.

^b ppm = parts per million.

SOURCE: California Air Resources Board web site at <http://www.arb.ca.gov/adam/cgi-bin/db2www/polltrends.d2w/Branch>, 2005.

sensitive to air pollution, because vigorous exercise associated with recreation places a high demand on the human respiratory system.

The project site is surrounded primarily by residential and institutional land uses. Multi-family residential buildings and single-family houses are the predominant uses on the streets immediately surrounding the project site. Institutional uses in the immediate vicinity include the Walden House Adolescent Facility, located along Haight Street across from Woods Hall Annex and the University of California San Francisco AIDS Health Project building, located to the east of the project site on Laguna Street across from Richardson Hall. Commercial uses in the project vicinity primarily occur along Market Street, about half a block from the southeastern corner of the project site.

Impacts

Over the long term, the project would result in an increase in emissions primarily due to increased motor vehicle trips. On-site stationary sources (such as natural gas boilers for water and space heating) and area sources (such as landscaping and use of consumer products) would result in lesser quantities of pollutant emissions.

Construction-phase impacts were determined in the Initial Study to be less than significant (see Appendix A), and are therefore not discussed here.

Significance Criteria

A project would result in a significant impact on air quality if it would:

- Conflict with or obstruct implementation of the applicable air quality plan;
- Violate any air quality standard or contribute substantially to an existing or projected air quality violation;
- Result in a cumulatively considerable net increase of any nonattainment pollutant;
- Expose sensitive receptors to substantial pollutant concentrations; or
- Create objectionable odors affecting a substantial number of people.

The following air quality analysis addresses the first four of these general criteria; the fifth is not discussed since the project would not include development of the types of land uses generally associated with potential odor impacts.

BAAQMD has published the *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, which are a set of recommendations that provide specific guidance on evaluating projects relative to the above general criteria (BAAQMD, 1999). To evaluate operational-phase emissions, BAAQMD recommends that local agencies use criteria of 80 pounds per day or 15 tons per year to identify significant increases in emissions of ROG, NO_X, or PM-10 from individual development projects; an exceedance of either criteria would be considered a significant impact. Carbon monoxide impacts are evaluated through application of dispersion modeling techniques and a direct comparison of modeled concentrations with ambient carbon monoxide standards. Lastly, BAAQMD recommends that cumulative air quality effects be discussed with reference to the consistency of a project to the regional Clean Air Plan. The BAAQMD recommendations are used herein to identify significant effects of the project and significant cumulative effects.

Methodology

Operational phase emissions were estimated using the URBEMIS 2002 model (version 7.5) for the expected project buildout year 2013 and compared to BAAQMD significance thresholds. Carbon monoxide impacts were evaluated using the BAAQMD's methodology for manual calculation of carbon monoxide concentrations specified in the 1999 BAAQMD CEQA Guidelines. Analysis was conducted for 2005 (existing), 2013 with and without project, and 2025 (cumulative analysis year) with and without project conditions. The net increase in emissions from existing conditions associated with the project is then compared with the BAAQMD-recommended significance criteria (80 pounds per day or 15 tons per year for ROG, NO_X, or PM-10).

Cumulative impacts of the project were evaluated based on the *BAAQMD CEQA Guidelines* as discussed under the significance thresholds. According to the *BAAQMD CEQA Guidelines*, if a project results in a project-specific increase in ROG, NO_X, or PM-10 of more than 80 pounds per day or 15 tons per year, then it would also be considered to contribute substantially to the

significant cumulative effect. If the increase in emissions would be less than the project-specific criterion, the cumulative effect is evaluated based on a determination of the consistency of the project with the regional Clean Air Plan. Generally, a project that is determined to be consistent with requirements of the applicable General Plan would not contribute in a significant manner to the cumulative regional effect if the applicable General Plan itself is consistent with the Clean Air Plan. To be consistent with the Clean Air Plan, a General Plan is based on population projections that are consistent with those used in developing the Clean Air Plan and provides for a rate of increase in vehicle-miles-traveled (VMT) that does not exceed the rate of increase in population.

Impacts

The project would result in an increase in criteria air pollutant emissions from a variety of emissions sources, including stationary sources (e.g., water heaters and landscape maintenance) and mobile on-road sources (e.g., automobile and truck trips).

Table 10 summarizes project-generated mobile and stationary emissions of criteria pollutants for the project in the year 2013 (buildout year) and compares them with significance threshold emission levels. The proposed project would result in approximately 1,480 new vehicle trips per day. As indicated in Table 10, project-related mobile emissions in the year 2013 would not exceed the significance thresholds for ROG, NOx or PM-10. Therefore, the operational impact of project emissions from increase in vehicular trips and area sources of the project would be less than significant.

**TABLE 10
ESTIMATED DAILY EMISSIONS FOR THE PROPOSED PROJECT**

| Air Pollutant | Project Emissions, 2013 (pounds/day) | | | Significance Threshold (pounds/day) |
|-----------------|--------------------------------------|----------------------------------|-------|-------------------------------------|
| | Area Source Emissions | Vehicular Emissions ^a | Total | |
| NO _x | 3.4 | 14.4 | 17.8 | 80 |
| PM-10 | <1 | 16.5 | 16.5 | 80 |
| ROG | 22.3 | 12.9 | 35.2 | 80 |
| CO | 106.6 | 152.0 | 258.6 | 550 ^b |

^a Emission factors were generated by the Air Board's URBEMIS2002 model for San Francisco Bay Air Basin, and assume a default vehicle mix. All daily estimates are for summertime conditions except for CO, which assumes wintertime conditions.

^b Projects for which mobile source CO emissions exceed 550 pounds per day do not necessarily have a significant air quality impact, but are required to estimate localized CO concentrations. Refer to Table 11 for analysis of project CO emissions.

NOTE: Bold values are in excess of applicable standard.

SOURCE: Environmental Science Associates, 2006.

In addition to the project's regional contribution to the total pollution burden, project-related traffic may lead to localized "hot spots" or areas with high concentrations of carbon monoxide concentrations around stagnation points such as major intersections and heavily traveled and congested roadways. Project-related traffic could not only increase existing traffic volumes, but also cause existing non-project traffic to travel at slower, more polluting speeds.

To evaluate “hot spot” potential, a microscale impact analysis was conducted adjacent to four intersections in the vicinity of the project site, most impacted by project traffic. The intersections chosen were based on their level of service and the percentage contribution of project traffic. It was assumed that if the relatively higher volumes of project-generated traffic at these intersections did not result in adverse impacts, impacts at other nearby intersections would experience similar or less substantial effects. For this analysis, local carbon monoxide concentrations were estimated by applying the BAAQMD’s methodology for manual calculation of CO concentrations along roadways and intersections to the results of the traffic study prepared for this project. BAAQMD’s methodology used for this analysis included an assumed wind direction parallel to the primary roadway, a wind speed of less than one meter per second, extreme atmospheric stability and a receptor at the edge of the roadway. Results of the analysis are shown in Table 11.

TABLE 11
ESTIMATED CARBON MONOXIDE CONCENTRATIONS AT SELECTED
INTERSECTIONS IN PROJECT VICINITY

| Scenario | Averaging Time (hours) | State Standards | Concentrations (ppm) ^{a,b} | | |
|--------------------------------------|------------------------|-----------------|-------------------------------------|----------------------|------------------|
| | | | Existing PM Peak | Existing + P PM Peak | 2025 + P PM Peak |
| Market / Octavia | 1 | 20 | 6.3 | 6.3 | 4.9 |
| | 8 | 9.0 | 4.2 | 4.2 | 3.3 |
| Market / Church / Fourteenth | 1 | 20 | 6.6 | 6.7 | 5.1 |
| | 8 | 9.0 | 4.5 | 4.6 | 3.7 |
| Market / Laguna / Hermann / Guerrero | 1 | 20 | 6.4 | 6.5 | 5.0 |
| | 8 | 9.0 | 4.4 | 4.5 | 3.5 |
| Laguna / Haight | 1 | 20 | 5.8 | 5.9 | 4.5 |
| | 8 | 9.0 | 3.9 | 4.0 | 3.0 |

^a Concentrations relate to a location 25 feet from the edge of the roadways that form the intersection. The carbon monoxide analysis focuses on the weekday afternoon (p.m.) peak-hour because the project’s effects on traffic congestion and related carbon monoxide concentrations are greater during that period than during the morning (a.m.) peak hour. Carbon monoxide estimates shown above include background concentrations of 5.4 ppm, one-hour average, and 3.8 ppm, eight-hour average for 2005; and 4.8 ppm, one-hour average and 3.2 ppm, eight-hour average for 2025.

^b The California ambient air quality standard for carbon monoxide is 20 ppm, one-hour average and 9 ppm, eight-hour average.

NOTE: Bold values are in excess of applicable standard.

SOURCE: Environmental Science Associates, 2006.

As shown in Table 11, the analysis demonstrated that no exceedances would occur in the vicinity of all four analyzed intersections under any of the scenarios. Therefore, the effect of the project on local carbon monoxide standards would be less than significant both at the project specific level and in the 2025 cumulative scenario. Carbon monoxide concentrations in 2010 and 2025 are projected to progressively lower compared to existing conditions due to improvements in the automobile fleet, attrition of older, high-polluting vehicles, and improved fuel mixtures. Such reduction would offset any effects of increase in traffic due to cumulative development. Thus, project-related and cumulative traffic would have a less than significant impact on local carbon monoxide concentrations.

The project site is located one block from the new Octavia Boulevard and one block (along Market Street) from the elevated Market/Octavia on- and off-ramps for the U. S. 101 Freeway, which replaced a portion of the Central Freeway. In 2005, the California Air Resources Board (ARB) published its Air Quality and Land Use Handbook. Based on studies that show health risk from traffic generated pollutants evident within 500 feet of major roadways (particularly for downwind receptors), and that exposure to traffic-generated pollutants—particularly diesel particulate—is “greatly reduced at approximately 300 feet,” ARB recommends in the Handbook that local agencies “avoid siting new sensitive land uses within 500 feet of a freeway [or] urban roads with more than 100,000 vehicles/day....” The Handbook also acknowledges that “Land use agencies have to balance other considerations, including housing and transportation needs, economic development priorities, and other quality of life issues.” Although the new Central Freeway on- and off-ramps at Octavia Boulevard have a theoretical capacity in excess of 100,000 vehicles per day, the capacity of the ramps will be dictated by the operations at the intersection of Market/Octavia streets. Based on the capacity of the controlling Market/Octavia intersection, as developed in the recent Market and Octavia Area Plan EIR Transportation Study from January 2005, the daily volumes on the Central Freeway on- and off-ramps would be 76,000. Thus, daily volumes on the freeway ramps would likely be well below 100,000 vehicles. Moreover, the project site is slightly more than 500 feet west of both Octavia Boulevard and the freeway ramps, and is upwind from both the boulevard and the ramps during prevailing west and northwest winds. Therefore, it is not anticipated that residents of the proposed project would be adversely affected by diesel particulate emissions from the new freeway ramps, and the project would not result in a significant effect with regards to the diesel-related health impacts.

Cumulative Impacts

According to the BAAQMD CEQA Guidelines, any proposed project that would individually have a less than significant air quality impact would also be considered to have a less than significant cumulative air quality impact if the population and VMT increases due to the project are accounted for in the applicable Clean Air Plan. For determining consistency, the BAAQMD recommends that a consistency determination be made between the project and the applicable General Plan and then between the General Plan itself and the applicable CAP.

Based on Table 10, the operational impact of project emissions of ROG, NOx and PM-10 would be less than significant. The applicable plans for this project would be the San Francisco General Plan and the *Bay Area 2005 Ozone Strategy (2005 Ozone Strategy)*.

In forecasting future stationary and mobile source emissions and preparing the *2005 Ozone Strategy*, the BAAQMD uses growth projections prepared by ABAG. The *2005 Ozone Strategy* is based on population assumptions in the 2003 ABAG Projections. The resultant emission forecasts are then used to develop strategies and control measures necessary to achieve regional ozone attainment within a designated timeframe. In developing its projections, ABAG uses information from local government general plans, current zoning and other local development policies, in conjunction with economic and demographic factors. The *2005 Ozone Strategy* is based on population projections for San Francisco that assumes a greater level of development than

currently forecast by the Planning Department. Therefore, upon implementation of the 2005 Ozone Strategy, development in San Francisco, including the proposed project, would be within the growth projections forecast by the plan. As such, the proposed project would have a less-than-significant impact on cumulative air quality of the Bay Area.

The proposed rezoning from P (Public) to either RTO (Residential-Transit Oriented) and NCT-3 (Neighborhood Commercial, Transit Oriented) or to a Mixed-Use Special Use District would permit other medium-density residential projects of a similar size and layout as the proposed project, having roughly similar air quality impacts, in terms of construction generated dust, criteria pollutants from vehicular emissions, and carbon monoxide generation at local intersections. As no significant air quality impacts were identified with the proposed project, the proposed rezoning effort would also have no significant air quality impacts.

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E. Historic Architectural Resources

Introduction

The Initial Study for the proposed 55 Laguna Mixed Use project concluded that it would not adversely affect a prehistoric or historic archaeological sites or conflict with established recreational, educational, religious or scientific uses of the area. The Initial Study did, however, find the proposed project would have adverse impacts to historic architectural resources. This section, therefore, evaluates the potential impacts on historical architectural resources that could result from the proposed project. A summary of the site's history is presented using information from a technical historical resources study prepared by Page & Turnbull for the project site in 2005.¹

CEQA Section 21084.1 states that "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." A "historical resource" is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. In addition, a resource that (i) is identified as significant in a local register of historical resources, such as Article 10 and Article 11 of the San Francisco Planning Code, or (ii) is deemed significant due to its identification in an historical resources survey meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be historically significant "unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant." Finally, CEQA Section 21084.1 permits a lead agency to determine that a resource constitutes a historical resource even if the resource does not meet the foregoing criteria. A "substantial adverse change" is defined in Section 15064.5(b)(1) of the state CEQA Guidelines as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired."

In order to be eligible for the California Register, a resource (building, site, object, structure, or district) must meet at least one of four criteria, and must also retain sufficient integrity. The four criteria are: (1) association with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; (2) association with the lives of persons important to local, California, or national history; (3) the resource embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master or possesses high artistic values; or (4) the resource has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation. Integrity encompasses seven aspects: location, design, setting, materials, workmanship, feeling, and association.

Thus, evaluation of the potential for proposed projects to impact "historical resources" is a two-step process; the first is to determine whether the property is an "historical resource" as defined in Section 15064.5(a)(3) of CEQA, and, if it is an "historical resource," the second is to evaluate

¹ Page & Turnbull, Inc., *U.C.B Laguna Extension Campus Historic Resource Study* (December, 2005). Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0773E.

whether the action or project proposed by the sponsor would cause a “substantial adverse change” to the “historical resource.”²

Setting

Originally part of the Western Addition, Hayes Valley was part of the 160-acre tract of land owned by Colonel Thomas Hayes, who acquired the land in late 1849 and for whom the area is named. Hayes Valley was still sparsely settled by the 1860s, consisting of a few dozen dwellings, the Hayes Park Pavilion and the Protestant Orphan Asylum, which stood on the project site.

Founded in 1851, the Protestant Orphan Asylum was the first orphan asylum on the West Coast. Originally occupying a small cottage on Folsom Street, the orphanage was given \$30,000 by the Common (City) Council to buy land and construct a new building on Laguna Street, which was completed in 1854. The two-story brick orphanage was located on the western half of the block bounded by Buchanan, Waller, Haight, and Laguna Streets, on the approximate location of today’s Middle Hall. Located just south of the orphanage was a one-story wood-frame schoolhouse on the block bounded by Waller, Buchanan, Hermann, and Laguna streets.

From the 1870s to the 1890s, Hayes Valley developed into a Victorian-era streetcar suburb, complete with rows of single-family dwellings, multi-family flats, churches and a commercial district. Having been developed in a relatively short period of time, dwellings in Hayes Valley did not display a large variety of styles. Most were designed in the Italianate and Eastlake styles, popularized during the 1870s and 1880s.

As the twentieth century approached, Hayes Valley became a dense urban neighborhood. However, unlike many older Victorian neighborhoods, the district was largely spared by the 1906 Earthquake and Fire. Although the quake destroyed streetcar tracks and some masonry buildings, including the Protestant Orphan Asylum, the majority of the wood-frame houses in the neighborhood suffered only minimal structural damage. The massive fires that destroyed virtually everything east of Van Ness Avenue were halted at Octavia Street, one block east of the project site. Following the disaster the project site became the site of an earthquake refugee camp.

Early maps of the area indicate that by 1915, the San Francisco Protestant Orphan Asylum had been rebuilt in the same location as the earlier structure, with additional buildings added to the site including a chapel. On the block south of Waller Street, the former orphanage schoolhouse was converted into the State Normal School (see description below); and to the north, a row of wood-frame classroom structures was built along Waller Street. At the corner of Hermann and Buchanan streets, a three-story wood-frame building was built to house additional classrooms for the State Normal School.

California state normal schools, or teachers colleges, were established beginning in the 1860s to train young women to become elementary and secondary school teachers, as parents began pressuring the State Legislature to implement a teacher-training course to meet the rising demand

² San Francisco Preservation Bulletin No. 16, San Francisco Planning Department, “CEQA Review Procedures for Historic Resources,” Final Draft, October 8, 2004; pp. 1-2. Available on-line at: http://www.sfgov.org/site/uploadedfiles/planning/projects_reports/PresBulletin16CEQA10_8_04.PDF.

for qualified teachers within urban areas. Throughout the following decades, San Francisco's demand for qualified teachers continued to grow as the population expanded. In 1899, the State approved the conversion of the Girls' High School on Powell Street into a state-funded normal school. The 1906 Earthquake and Fire destroyed the San Francisco State Normal School, which moved temporarily to Oakland until 1908, when the School took over the old Protestant Orphan Asylum's chapel on the project site. For the next decade, the San Francisco campus included the old Orphanage Chapel, a row of one-story classrooms along Waller Street, a two-story building on Buchanan, and a two-story Mission Revival style classroom building at the corner of Buchanan and Hermann Streets.

By 1921, the San Francisco State Normal School had begun to offer liberal arts courses in addition to teacher education. Reflecting its evolution the school changed its name to the San Francisco State Teachers' College and began plans to completely rebuild the campus. In 1922, the school announced plans for an ambitious rebuilding program. Architect Bernard Maybeck, locally famous for his designs of many of the buildings for the 1915 Panama-Pacific International Exhibition, as well as many other notable buildings in San Francisco, was retained to design the proposed new campus. The actual design ended up as collaborative effort between State Architect George B. McDougall, who dramatically simplified Maybeck's original proposal, and Headmaster Frederic Burk who helped McDougall plan the organization of the campus and classrooms within individual buildings. The new campus was to be phased and would eventually accommodate 800 student teachers and 400 elementary school students. Waller Street between Laguna and Buchanan Streets was closed off for the school in April 1922.

Completed in 1924, the Gymnasium (now known as Middle Hall) was the first new building completed on the Laguna Street campus. State Architect George B. McDougall and his staff at the Department of Public Works designed the two-story building in a modest interpretation of the Spanish-Colonial Revival style (see Figures 20A and B). Later in 1924, further State appropriations funded the construction of the Kindergarten Training Building (now known as the Administration Wing of Richardson Hall). Built at the corner of Laguna and Waller Streets, the Kindergarten Training Building was designed as a one-story, reinforced concrete building with an H-shaped plan, and a Spanish-Colonial Revival style of architecture (see Figure 21).

In 1927 another new classroom was constructed on the growing San Francisco State Teachers' College campus. According to the plans, the Science Building (now Woods Hall) was designed to be a two-story, reinforced concrete building with an L-shaped plan at the corner of Haight and Buchanan Streets. Also designed by State Architect George B. McDougall and his staff at the Department of Public Works, the Science Building was consistent with the dominant Spanish-Colonial Revival theme (see Figures 22A and B). Along with the new buildings, site improvements were made to the campus in 1928, which included the addition of a concrete retaining wall and sidewalk along Laguna Street (see Figure 23).

Constructed in 1930, the new Training School (now known as Richardson Hall) at the corner of Laguna and Hermann Streets was designed to be a two-story reinforced concrete building with an L-shaped plan. Richardson Hall was designed by W.B. Daniels of the State of California



Figure 20A Middle Hall, South Facade



Figure 20B Middle Hall, North Facade

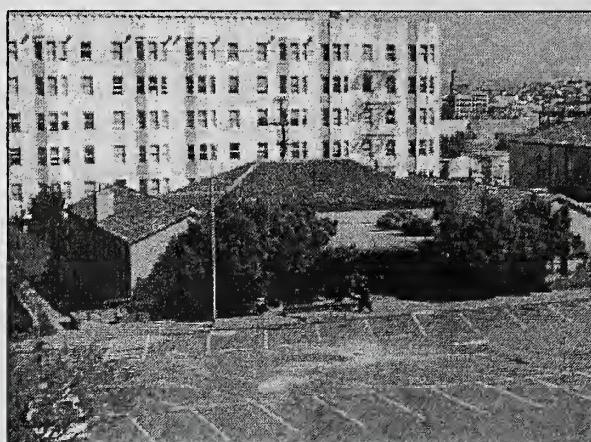


Figure 21 Richardson Hall Administration Wing



Figure 22A Woods Hall Entry Pavillion at Buchanan and Haight Streets

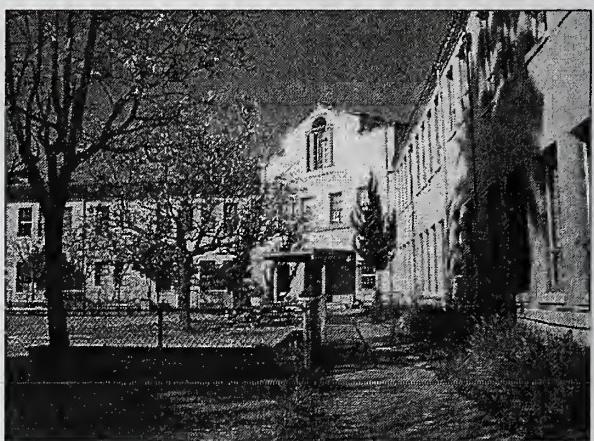


Figure 22B Woods Hall, South and East Facade

SOURCE: Page & Turnbull, 2005

Department of Public Works to be consistent with the other building's Spanish-Colonial style but with a distinctly Art Deco flare (see Figures 24A and B).

Despite funding problems during the Depression, the San Francisco State Teachers' College was able to appropriate \$100,000 for the new addition to the Science Building (Woods Hall) located along Haight Street. With assistance from the Works Progress Administration,³ the addition (now known as Woods Hall Annex) was built on the east wall of the existing Science Hall (Woods Hall) in 1935 (see Figures 25A and B). After the building was completed, an interior mural was added to northern wall of the eastern staircase in 1936 by artist Reuben Kadish. The mural was called "A Dissertation on Alchemy."

The first suggestions to move the campus came into public discussion during the 1930s as enrollment increased on the constrained urban campus. With the completion of the Hetch Hetchy Aqueduct in 1934, the fifty-four acre parcel at Lake Merced was no longer needed for a reservoir. The College approached the State Legislature to purchase the land from the City for its new campus, which was approved in 1939. Groundbreaking on the State's new building program at the Lake Merced campus did not begin until 1949 due to wartime funding issues, with completion of the campus by 1960.

Throughout the 1940s and 1950s, San Francisco State College had two campuses, one at Lake Merced and the other on the existing campus in Hayes Valley at the project site (hereafter called the Downtown Campus). By 1957, San Francisco State College had outgrown its facilities in Hayes Valley, moving all of its facilities to the new campus at Lake Merced. After the departure of San Francisco State College, plans were made to renovate the old Downtown Campus for utilization as an extension campus of the University of California. The Regents of the University of California commissioned architect Ward Thomas to draw up plans to renovate the four existing facilities left on the Laguna campus. Many of the building's interiors were altered at this time to accommodate the new academic uses, and the site was terraced to provide surface parking lots where numerous older wood frame buildings had once stood. During the 1960s, Anderson Hall and Burk Hall were renamed Woods Hall and Richardson Hall, respectively.⁴ As the new owners of the site, the University of California added only one building to the campus, the Dental Clinic, in 1973. Also in 1973, the University of California leased Woods Hall, Woods Hall Annex and the Gymnasium (Middle Hall) to the French-American International School who converted Woods Hall into an elementary and middle school. In 1989 the French American International School renovated the existing Gymnasium and exterior courtyard. During the 1990s, the Gymnasium was renamed Middle Hall, and two new classrooms were added on the second floor.

³ In 1935, President Franklin D. Roosevelt initiated a work relief program under the umbrella of the National Recovery Act (NRA) called the Works Progress Administration (WPA). The Woods Hall Annex and associated mural were one of many WPA-sponsored projects in San Francisco, including the remodeling of Civic Auditorium, construction of the Police Stables at Golden Gate Park, West Portal and Bernal Heights Libraries, Aquatic Park, the San Francisco Zoo, and improvements at Laguna Honda Hospital.

⁴ While Richardson Hall is named after Governor William "Friend" Richardson of California (1923-27), the source of Woods Hall's name is more elusive, but was most likely named after State Superintendent of Education, Will C. Wood.

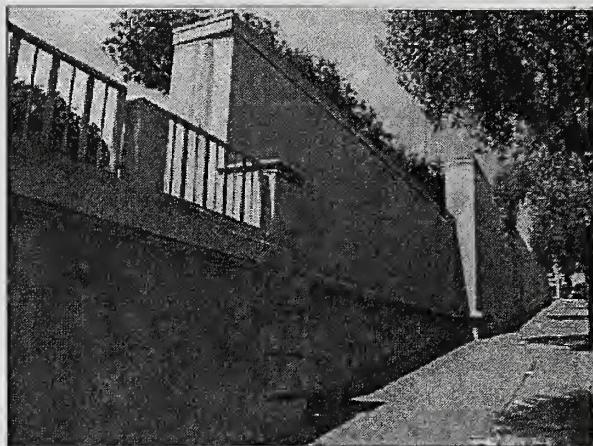


Figure 23 Retaining Wall Facing Laguna Street

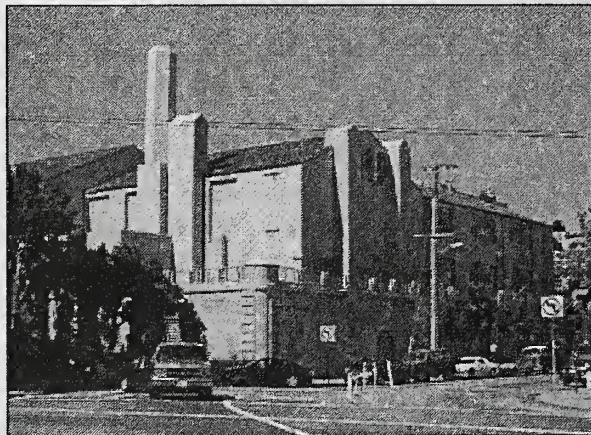


Figure 24A Richardson Hall from Corner of Laguna and Hermann Streets



Figure 24B Richardson Hall, South Wing



Figure 25A Woods Hall Annex, South Facade

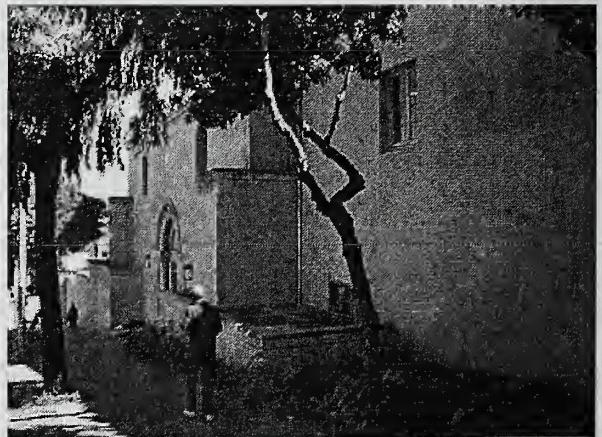


Figure 25B Woods Hall, North Facade

SOURCE: Page & Turnbull, 2005

The former San Francisco State College campus functioned as the University of California Extension campus from 1957 until its closure in 2002, although the Dental Clinic continues to operate on the project site to this day. The FAIS relocated to Fell Street in 2003.

In summary, the project site has been in use as a Protestant Orphan Asylum (1854 – 1867); the State Normal School (1867-1899); San Francisco State Normal School (1899-1921); San Francisco State Teacher's College (1921-1935) San Francisco State College (1935-1957); the University of California, Berkeley, Extension Center, San Francisco (1957-2002); and FAIS (1973-2003).

Rated Buildings of Historical and Architectural Importance

1976 Department of City Planning Architectural Survey

The 1976 Architectural Quality Survey, or 1976 Survey as it is commonly called, was what is known in preservation parlance as a “reconnaissance” or “windshield” survey. The survey looked at the entire City and County of San Francisco to identify and rate, on a scale of -2 (detrimental) to +5 (extraordinary) architecturally significant buildings and structures. No research was performed and the potential historical significance of a resource was not considered when assigning ratings. Buildings rated 3 or higher represent approximately the top 2% of all of San Francisco’s buildings in terms of architectural significance. Summary ratings of 0 or 1 are generally interpreted to mean that the property has some contextual importance.

Of the five buildings located on site, only three – Woods Hall/Woods Hall Annex and Richardson Hall – were given ratings within the 1976 DCP Survey. Woods Hall and the Woods Hall Annex were assigned an overall Architectural Quality Survey rating of “3,” indicating that they were deemed to be highly architecturally significant and approximately within the top 1% of the City’s building stock. Richardson Hall was assigned an overall Architectural Quality Survey rating of “2,” which indicates that the building has architectural significance, most likely on a local level. However, due to the fact that the survey has not been updated in nearly 30 years, the 1976 Survey has not been officially recognized by the San Francisco Planning Department as a valid local register of historic resources for the purposes of the California Environmental Quality Act (CEQA).

California Historic Resources Status Code

Properties listed or under review by the State of California Office of Historic Preservation are assigned a California Historical Resource Status Code (CHRSC) of “1” to “7” in order to establish their historical significance in relation to the National Register or California Register. Properties with a listing of “1” or “2” are eligible for listing in either California Register or the National Register, or are listed on one or both of the two lists. Properties with a “3” or “4” appear to be eligible for listing in either register, but normally require more research to support this rating. Properties with a “5” are typically locally significant or are of contextual importance. Designations of a “6” or “7” mean that the property is not eligible for listing in either register. Properties rated 1-5 are considered to be historic resources for the purposes of the CEQA.

The properties located at 229 Haight Street/220 Buchanan Street (Woods Hall/Woods Hall Annex) were given a CHRSC rating of “4S7.”⁵ This status code was assigned during a survey of the Hayes Valley Neighborhood in 1995 (described below).⁶ This rating means that the building “may become eligible for separate listing in the National Register when the architectural integrity of the property is restored.”⁷ No other buildings on the project site were assigned CHRSC ratings.

Historic Resources in the Project Vicinity

Historic resources in the immediate project vicinity (within one block) includes one historic district containing numerous contributory resources, as well as a number of individual buildings or structures listed on or eligible for listing on federal, state, and local historical registers. The Hayes Valley Historic District, determined eligible for listing in the National Register and listed in the California Register, is a collection of about 200 Victorian-period residential structures built from the 1870s to the 1910s generally bound by Octavia Street on the East, Fillmore Street on the west, Herman Street on the south, and Grove Street on the north. This historic district was identified in a survey of Hayes Valley prepared for the Department of Housing and Urban Development (HUD) in 1995-96 as part of the Hayes Valley Housing Replacement Project. The project site is outside of, but is immediately adjacent to, this historic district on its northern, eastern, and western boundaries, (i.e. opposite Haight, Laguna and Buchanan Streets from the project site). There are approximately 67 contributors to the Hayes Valley Historic District within one block of the project site. These resources are located at the following addresses; 133 – 300 Buchanan Street, 100 – 253 Laguna Street, 112 – 398 Haight Street, 122 – 156 Herman Street, 46 – 272 Waller Street, 11 – 64 Laussaat Street, and 206 – 281 Rose Street.⁸ The Hayes Valley Historic District is not a designated San Francisco Historic District, but has been determined to be eligible for listing in the National Register and California Register as a historic district, and therefore is an historic resource for CEQA purposes.

Individually listed historic resources in the immediate project vicinity include the 1935 U.S. Mint at 155 Herman Street, located diagonally across from the project site at Buchanan and Hermann Streets, (listed in the National Register and the California Register), the 1894 Carmel Fallon Building at 1800 Market Street (San Francisco Historical Landmark #223) one block east from the project site, the 1882 Nightingale House at 201 Buchanan Street directly opposite from the project site (San Francisco Historical Landmark #47 and a contributor to the Hayes Valley Historic District), and the 1889 McMorry-Lagan House and Barn at 188-189 Haight Street, located diagonally across from the project site at Laguna and Haight Streets, (San Francisco Historical Landmark #164 and a contributor to the Hayes Valley Historic District).

⁵ City records list the U.C.B Laguna Extension campus under 220 Buchanan Street.

⁶ Kostura, William. Hayes Valley Housing: Historic Context Statement (1995).

⁷ State of California Office of Historic Preservation, Instructions for Recording Historical Resources (March 1995) Appendix 2: NRHP Status Codes.

⁸ Office of Historic Preservation (OHP), *Directory of Properties in the Historic Resources Database for San Francisco County*, April, 2006.

Results of the Historic Resources Study

For this EIR, Page & Turnbull evaluated the project site buildings and the site as a whole for eligibility to the National Register of Historic Places, the California Register of Historic Resources, and as a San Francisco Historical Landmark, apart from its previous evaluations and designations. The evaluation found that three of the four remaining buildings on the UC Laguna Extension campus appear to be eligible for National Register listing under Criterion A (Events) and Criterion C (Design/Construction). These buildings, Richardson Hall, Woods Hall, and Woods Hall Annex, are historically significant within the areas of education and architecture for the period spanning from 1921 to 1955 (known as the period of significance). As an early example of comprehensive urban campus in San Francisco the remaining section of UC Laguna Extension campus has historical significance within the context of California's teacher education system and architectural significance as a good example of the Spanish Colonial Revival style in the City of San Francisco. Designed by State Architect George B. McDougall and W.B. Daniels, these three buildings were completed to promote higher education in California. In addition, the campus was the recipient of one of the earliest Works Progress Administration (WPA) projects funded in San Francisco. As part of the WPA involvement, the Federal Art Project program commissioned artist Reuben Kadish to complete a mural in the Woods Hall Annex. Other WPA-era murals at the project site was completed by artists John Emmett Gerry, located in the entrance to Woods Hall.⁹

The Page & Turnbull study indicated that because these three properties appear to be eligible for listing in the National Register, Richardson Hall, Woods Hall, and Woods Hall Annex would also be eligible for the California Register of Historical Places, under Criterion 1 (Events) and Criterion 3 (Architecture). Properties eligible for listing in the California Register are considered 'historical resources' for purposes of CEQA.

In addition to qualifying under the aforementioned California Register criteria, the eligibility of a historic resource is dependent on the degree of historical integrity remaining within the property. Page & Turnbull found that the UCB Laguna Extension campus as a whole retains an overall low-to-moderate level of integrity, due to the removal of several wood-frame buildings previously located in the center of the site, landscaping, and other campus features. In terms of the individual integrity, the four buildings under review have varying degrees of integrity due to alterations undertaken over the buildings' lifetimes. In summary, Page & Turnbull found that Richardson Hall, including the administration wing assumed to be one part of this building, retains a moderate level of the integrity; Woods Hall retains a moderate level of integrity; and the Woods Hall Annex retains a moderate-to-high level of integrity. Middle Hall, however, retains a low level of integrity. In general, the exteriors of these buildings retain higher levels of integrity than do the interiors. Due to numerous interior renovations of all buildings on the campus over the years, few significant interior spaces were identified in the evaluation.¹⁰

⁹ Source: <http://www.aaa.si.edu/collections/oralhistories/transcripts/gerrit65.htm> accessed June 28, 2006. This mural no longer appears to be extant after a field visit in April, 2006, and may have been painted over.

¹⁰ Since this evaluation was prepared in December, 2005, a field visit to the site in April, 2005 revealed that the ceiling on the interior lounge portion of the Richardson Hall Administration Wing had partially collapsed on to the floor due to water intrusion over the winter of 2005-2006. This destruction of original fabric has since further compromised the interior character-defining features of the Richardson Hall Administration Wing.

Although the campus as a whole appears to be significant under Criterion 1 (Events) and Criterion 3 (Architecture), Page & Turnbull found that it does not retain sufficient historical integrity to qualify it for listing in the National Register or the California Register due to the many alterations of the campus plan after its period of significance (1921- 1955). In terms of individual eligibility, three buildings, Woods Hall, the Woods Annex, and Richardson Hall, appear to retain individual significance and sufficient integrity to qualify them for individual listing in the National Register and the California Register. Page & Turnbull found that Middle Hall lacks sufficient integrity due to extensive exterior and interior alterations over its lifetime, and therefore does not appear to qualify for individual listing in the National Register or the California Register.

San Francisco City Landmarks are buildings, properties, structures, sites, districts and objects of “special character or special historical, architectural or aesthetic interest or value and are an important part of the City’s historical and architectural heritage.” City Landmarks are important to the City’s vast history and help to provide significant and unique examples of the past that are irreplaceable. In addition, these landmarks help to protect the surrounding neighborhoods and enhance the educational and cultural dimension of the city. Adopted in 1967 as Article 10 of the City Planning Code, San Francisco City Landmarks are protected from inappropriate alterations and demolitions by subjecting projects to review by the San Francisco Landmarks Preservation Board. As of January 2003, there were 230 individual landmarks and eleven historic districts in San Francisco.

In 2000, the Landmarks Board adopted National Register criteria to establish the significance of potential city landmarks. As noted previously, three individual buildings on the UC Laguna Extension campus (consisting of Richardson Hall, Woods Hall, and the Woods Hall Annex) appear eligible for listing in the National Register under Criterion 1 (Events) and Criterion 3 (Design/Construction). Therefore, because Richardson Hall, Woods Hall, and the Woods Hall Annex are eligible for listing under National and California Register criteria, they would also qualify as San Francisco Landmarks. Page & Turnbull found that the campus as a whole, however, would not qualify as a San Francisco Historic District.

Planning Department Findings of Historical Significance

A Planning Department preservation technical specialist reviewed the historic evaluation report and concurred with its finding that Richardson Hall, Woods Hall, and Woods Hall Annex are individually significant under Criterion 1 (Events) and Criterion 3 (Architecture).¹¹ Under Criterion 1, the campus and individual buildings are representative of broad patterns of events relating to the history of state normal schools in California. Additionally, Woods Hall Annex is significant under Criterion 1 as an example of an early WPA project in San Francisco. Under Criterion 3, the campus and individual buildings are architecturally significant because they embody the characteristics of the Spanish Colonial Revival architectural style and are the work of a master architect, State Architect George B. McDougal.

¹¹ San Francisco Planning Department, Memorandum: *Historic Resource Evaluation Response*, from Mark Luellen to Rana Ahmadi, May 25, 2006.

Although the Page & Turnbull report did not specifically make the following findings, the Planning Department determined that the campus comprises a potential historic district, and that Richardson Hall, Woods Hall, Woods Hall Annex, and Middle Hall are contributors to that district, as are the extant landscape features from the period of significance (1921 to 1955), including the concrete retaining wall facing Laguna and Haight Streets. As such, the Planning Department's evaluation is the basis for assessment of potential impacts to historic resources.

In terms of integrity, the Planning Department concurred with the Page & Turnbull report that Woods Hall, Woods Hall Annex, and Richardson Hall (both the classroom Wing and the Administration Wing) retain sufficient integrity to be eligible for listing in the California Register. In addition, the Department found that Middle Hall retains enough of the character-defining features of the Spanish Colonial Revival style of architecture to contribute to a potential campus district, although it would not be individually eligible for listing on the California Register. The Department memo explained that, "Although the east façade, which was the most elaborately styled façade, has been replaced with a classroom addition, the other facades have not been heavily altered, and while portions of the interior have been remodeled, the original gymnasium, including its character-defining steel trusses and multi-pane steel sash windows survive." The memo further states that, "although the setting of the campus has been compromised through the introduction of three surface parking lots and the loss of several wood-frame buildings, the campus as a whole still retains its character-defining quadrangle design and conveys its historic associations as a self-contained campus."¹² Finally, the memo further explains that the existing parking lots and associated landscaping would not be character-defining features of the potential campus historic district.

In summary, all buildings on the project site which include Richardson Hall, Woods Hall, and Woods Hall Annex, and Middle Hall qualify as 'historical resources' for CEQA purposes. These buildings, as well as remnant landscape features dating from 1921 – 1955 and the retaining wall along Laguna and Haight Streets, would contribute to a potential campus historic district that also qualifies as a 'historical resource' for CEQA purposes. The existing parking lots and associated landscaping would not contribute to a potential campus historic district, and therefore would not qualify as 'historical resources' for CEQA purposes.

Impacts

Significance Criteria

A project is generally found to have a significant effect on the environment if it will substantially disrupt or substantially adversely affect a property of historic significance. CEQA Section 21084.1 states "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." A "historical resource" is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources, one that is identified as significant in a local register of historic

¹² The term 'quadrangle design' in the memo was later clarified in an email by the Planning Department to mean that the buildings located on the corners of the property were inward-facing, providing an internally-focused campus, and not to infer that the campus ever had a center open space or 'quad.'

resources, such as Article 10 of the San Francisco Planning Code, or one that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g). A resource that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g), is presumed to be historically significant unless a preponderance of evidence demonstrates otherwise.

A “substantial adverse change” is defined by CEQA Guidelines Section 15064.5 as “demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.” The significance of an historical resource is materially impaired when a project:

- A. Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
- B. Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- C. Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

In general, a project that would comply with the *Secretary of the Interior’s Standards for the Treatment of Historic Properties* (including the Standards for Rehabilitation) is considered mitigated to a less-than-significant level (CEQA Guidelines Sec. 15064.5(b)(3)).¹³

Impact Evaluation

The Planning Department determined that Richardson Hall, Woods Hall, and Woods Hall Annex were individually eligible for listing in the California Register, (i.e. ‘historical resources’ for CEQA purposes). The Department also found that Middle Hall, while not individually eligible, would contribute to a potential campus historic district, as would the other three buildings described above, landscape features dating from 1921 – 1955, and the retaining wall along Laguna Street. As such, the site as a whole would be considered a ‘historical resource’ for CEQA purposes.

To accommodate the proposed project, the project sponsors would demolish Middle Hall and the Administration Wing of Richardson Hall, including the connector with remaining portions of Richardson Hall, as well as a portion of the retaining wall along Laguna Street from Waller to

¹³ Descriptions of the 10 *Standards for Rehabilitation* are available at www.cr.nps.gov/hps/tps/tax/rehabstandards.htm

Haight Streets. Woods Hall, the Woods Hall Annex, and the southern wing of Richardson Hall would be rehabilitated to provide residential units. The east wing and auditorium of Richardson Hall would be converted into retail and community facility space. The proposed retail space, to be located at the basement level of Richardson Hall near the intersection of Hermann and Laguna Streets, would necessitate new openings in the retaining wall to access this new use.

Project Impact Discussion

Effects on Richardson Hall

The proposed project would demolish the one-story Administration Wing of Richardson Hall and a small structure that connects to the Auditorium Wing of Richardson Hall. Richardson Hall as a whole, including the Administration Wing and the connector structure, appears individually eligible for listing in the California Register, according to the Planning Department preservation staff, and would be a contributor to a potential campus historic district despite the varying integrity of its constituent parts. The demolition of the Administration Wing and connecting structure would cause a substantial adverse change to a historic resource because it would eliminate significant, character-defining features of the building, such as the exterior stucco walls, clay tile roof, windows, and tile window surrounds. The demolition of these portions of Richardson Hall would alter the building's overall historical significance, particularly since the former Kindergarten Training Building would be demolished and replaced with new construction. Therefore, the partial demolition of Richardson Hall would cause a significant adverse impact to a historic resource.

Effects on Middle Hall

The proposed project would demolish all of Middle Hall and replace it with new residential units approximately 40 feet in height that would step down the sloped terrain in this location. Although Middle Hall was found to have some degree of compromised integrity due to later additions, the Planning Department found that the building retains enough of the character-defining features of the Spanish Colonial Revival style of architecture to contribute to a potential campus historic district (see discussion below about effects to the potential historic district). Demolition of a potential historic district contributor would constitute a significant impact to a historical resource because it would eliminate those character-defining features that contribute to the significance of the potential district, including the building's stucco walls, tile roof, steel roof trusses, and multi-pane window sashes.

Mitigation measures to reduce the significant impacts to Richardson Hall and Middle Hall are described in Section IV. Mitigation Measures. These measures, however, would not mitigate the impact of demolition to a less-than-significant level, in which case the impact would be remain significant and unavoidable. Only selection of a project alternative, described in Section VI, Alternatives, would reduce the impacts to historic resources to a less-than-significant level.

Effects on a Potential Campus Historic District

The proposed project would construct seven new buildings between four and eight stories in height, primarily clustered toward the center of the site. While the designs of proposed new residential buildings appear to be differentiated from the old, they may not be fully compatible

with the historic buildings on the site in terms of materials, massing, scale, and design, given that only preliminary designs of the new buildings are available. The project would also introduce two new private streets into and through the site; ‘Lindhardt Lane’ and ‘Micah Way.’ The new roadways through the site would open up areas that were historically, and are currently, an internally focused campus. The project would additionally eliminate potential historic district contributors, including Middle Hall (see discussion above), a portion of the retaining wall along Laguna and Haight Streets from Waller to Haight Streets, as well as some ornamental landscaping which may date to the period of significance (1921 – 1955). The Planning Department additionally found that, “The new construction would not comply with four out of ten of the *Secretary of the Interior’s Standards for Rehabilitation* (Standards 1, 2, 9, and 10) because the new structures may impact the spatial relationships, including the internally-focused ‘quadrangle’ design that characterizes the existing campus.”

Although the project sponsor has hired a qualified historical architect to be involved in the design process to ensure the compatibility and differentiation of the new structures with the existing buildings and neighboring buildings, for purposes of conservative analysis, the site may no longer be eligible as a potential campus historic district after completion of the proposed project. This would result in a significant impact to historic resources under CEQA, because the setting of the potential historic district would be substantially altered. Mitigation measures to reduce this impact are described in Section IV, Mitigation Measures. These measures, however, would not mitigate the impact to the potential historic district to a less-than-significant level, and the impact would remain significant and unavoidable. Only selection of a project alternative, described in Section VI, Alternatives, would reduce the impacts of proposed project to a less-than-significant level.

Effects of Alterations on Historic Resources

Richardson Hall. The proposed project would convert the East Wing, Auditorium, and South Wing (the Classroom Wing) of Richardson Hall into residential units, community facilities, and retail space. Since the interior of this wing has been largely altered, there remain very few significant historical features. The character-defining interior features that do exist, such as the first and second floor corridors, the first floor entryway, and barrel vault archways, would mostly be retained under the proposed rehabilitation scheme. No WPA-era works of art on the interior or exterior Richardson Hall would be affected by the proposed project.¹⁴

On the exterior of the building, a new wall would be constructed on the north façade of the East Wing of Richardson Hall, in the location where the connector to the Administration Wing would be removed. These alterations appear to respect the building’s historic fabric and therefore are considered to be a less-than-significant impact on this portion of the building.

¹⁴ Including the ‘Angel’ mural above a doorway in Richardson Hall (possibly painted by Coit Tower muralist Hebe Daum Stackpole), or other decorative sculptures above the central entrance on Hermann Street, such as the sculptural figures, book, lantern, or owl. Information about these and other WPA-era works of art at the project site are from the *Draft National Register of Historic Places Registration Form, 55 Laguna Street*, prepared by Vincent Marsh, September 5, 2006.

While the retaining wall along Laguna Street is considered a contributor to the potential campus historic district, the provision of new retail space along the street level near the intersection of Hermann and Laguna Streets (at the basement level of Richardson Hall), would require relatively minor openings into the wall for access purposes. A visual simulation of this proposed retail space is shown in Figure 13B on page III.B-7, and would not substantially diminish the physical integrity of the retaining wall as a potential district contributor.

Woods Hall and Woods Hall Annex. The proposed project would rehabilitate Woods Hall and the Woods Hall Annex for use as residential apartments. In order to implement this plan, the former classrooms on the interior of the buildings would be combined and/or reorganized to create individual apartment units, while the central corridors and stairways would be retained, and new mechanical, electrical and plumbing systems would be installed. The rehabilitation of the interior would not have an impact upon significant interior features, with the exception of some interior finishes. However, most interior finishes are not considered significant, character-defining features, and new materials would be generally compatible with the character of these two buildings. The rehabilitation of the interior would not have an impact on the Reuben Kadish Mural, which would either remain in place, or would be relocated to a publicly-accessible space by the deceased artist's descendant and legal owner (Ruth Kadish). This latter effort would not be part of the proposed project, but rather, would be negotiated between, and implemented by, UC and its legal owner. All other WPA-era works of art, including those by artist John Emmett Gerrity, would remain in place to the extent they can be relocated.¹⁵

On the exterior, the buildings would remain largely unchanged with exception of the windows, some of which would be replaced in kind. Some new windows may also be placed along the exterior façade of Woods Hall facing Haight Street. In addition, some new doorway entrances may also be placed along the exterior façade of Woods Hall facing the interior courtyards. The new and replacement windows and doors would be generally compatible with the original windows and doors with regard to materials, configuration, and sash/door frame profiles. No WPA-era works of art on the exterior of Woods Hall/Woods Hall Annex would be affected by the proposed project.¹⁶ These alterations appear to respect the building's historic fabric and therefore are considered to be a less-than-significant impact to this building.

In order to avoid damage or destruction of significant materials and features, the project sponsor has hired a qualified historical architect to be involved in the rehabilitation process and would provide guidance to the project architect. As a result, renovations to Richardson Hall, Woods Hall, and Woods Hall Annex would result in a less-than-significant impact to historic resources. No mitigation is required.

¹⁵ The supposed existence of the Gerrity murals in Woods Hall entrance could not be relocated on a field visit in April, 2006, and may no longer exist or may have been painted over. No other WPA-era works of art (murals, sculptures, etc.) exist in either Middle Hall or the Administration Wing of Richardson Hall that would be damaged or destroyed as part of the proposed project.

¹⁶ Including the supposed existence of a circa 1935 mosaic by Maxine Albro over the entrance to Woods Hall (Marsh, 2006). This mosaic could not be relocated on a field visit in April, 2006, and may no longer exist or may have been painted or plastered over. The WPA-era plaque at the Haight Street entrance to Woods Hall Annex would remain in place.

Effects on Non-historic Features

The proposed project would eliminate the central parking lots located on the upper and lower terraces of the site, as well as all associated landscaping between these parking lots, and replace them with new construction. As noted above, neither the parking lots nor their associated landscaping are character-defining features of the potential campus historic district, since they were added after the site's period of significance (1921 – 1955). Demolition of these site features would constitute a less-than-significant impact on historic resources.

As discussed in the Biological Resources section of the Initial Study (see Appendix A), the so-called "Sacred Palm" in the courtyard of Woods Hall has some cultural importance to former students of the UC Extension campus, and may qualify as a "Landmark Tree" under the city's recently revised Landmark Tree Ordinance upon further review. Regardless of whether this palm tree is eligible or formally designated as a "Landmark Tree" in the future, this landscape remnant would be retained under the proposed project, and no significant impacts to this tree as a potential historical landscape element are anticipated. No mitigation would be required. If other trees on the project site were nominated as "Landmark Trees" in the future, and would be removed as part of the proposed project, the project sponsor would be required to obtain a tree removal permit. See discussion in Section III.G, Landmark and Significant Trees. Compliance with the requirements of a tree removal permit would reduce impacts associated with their removal to a less-than-significant level, and removal of future "Landmark Trees" would not constitute a significant impact to historic resources under CEQA.

Effects on Adjacent Historic Resources

Historic resources in the immediate project vicinity include the 1935 U.S. Mint at 155 Herman Street, located diagonally across from the project site at Buchanan and Hermann Streets, (listed in the National Register and the California Register); the 1894 Carmel Fallon Building at 1800 Market Street (San Francisco Historical Landmark #223) one block east from the project site, the 1882 Nightingale House at 201 Buchanan Street directly opposite from the project site; (San Francisco Historical Landmark #47 and a contributor to the Hayes Valley Historic District); and the 1889 McMorry-Lagan House and Barn at 188-189 Haight Street, located diagonally across from the project site at Laguna and Haight Streets, (San Francisco Historical Landmark #164 and a contributor to the Hayes Valley Historic District). The Hayes Valley Historic District, located north, east, and west of the project site, is a collection of Victorian and Edwardian-era residential buildings with a period of significance that extends from 1870 to 1913.

The proposed project would construct new residential properties approximately four stories or 45 feet in height along Buchanan Street and at the corner of Laguna and Haight Streets, opposite from San Francisco Landmarks 47 and 164, including many contributors to the Hayes Valley Historic District. While visual changes to the properties near the perimeter of the project site would likely be noticeable from these off-site resources, the four story heights and residential scale and quality of the proposed new construction would not contrast substantially with the adjacent historic resources to the extent that their historic setting would be significantly compromised. As such, these resources would continue to remain eligible as city landmarks and/or contributors to the Hayes Valley Historic District after completion of the proposed project.

New construction associated with the proposed project would have no discernable effect on the setting of the National Register-listed US Mint, given the distance between proposed new construction on Buchanan Street and this historic resource (about 250 feet) as well as the existing intervening buildings including the UC Dental Clinic. Similarly, new construction of the proposed project would have no discernable effect on the historic setting of the Carmel Fallon Building at 1800 Market Street, due to the separation of approximately 400 feet and the existing intervening buildings between them.

As noted in the Planning Department's memo, "the project would not have an adverse effect on these off-site historic resources because the visual impact of the changes to the campus would not be detrimental to the historic districts or individual resources. The new construction would be compatible with the existing neighborhood scale and urban form and would not impact the character-defining features of the off-site resources."

As such, the proposed project would have a less-than-significant impact upon the setting of adjacent historic resources. No mitigation is required.

Effects of Rezoning on Historic Resources

The proposed rezoning from P (Public) to RTO (Residential-Transit Oriented) and NCT-3 (Neighborhood Commercial, Transit Oriented) or to a Mixed-Use Special Use District would permit other medium-density residential projects on the same site, having roughly similar impacts to historic resources as the proposed project, depending on the final size and layout of such future projects. Other projects on this site allowable under the proposed rezoning effort could retain all of Richardson Hall, Middle Hall, or other features that contribute to the site's potential campus historic district. However, other future projects allowable under the proposed zoning change could also demolish more of the historic resources on the project site than under the proposed project. As individually eligible historic resources, as well as those that contribute to a potential district are known to exist on the project site, any future project allowable under the proposed rezoning effort would likely have a significant unavoidable impact to historic resources, similar to the proposed project. Mitigation measures similar to those described in Section IV, Mitigation Measure, would reduce, but not fully avoid, the significant impacts to historic resources that could occur as part of rezoning the property. Only selection of a project alternative, described in Section VI, Alternatives, would reduce the impacts of proposed rezoning efforts on historic resources to a less-than-significant level.

Cumulative Impacts

The following section analyzes the cumulative impacts of the proposed project in light of the policies and principles established in the Market and Octavia Boulevard Neighborhood Plan, which is the current tool for guiding development within this area, as well as the Plan's potential impacts to historic resources as identified in the Neighborhood Plan Draft EIR.

Market and Octavia Neighborhood Plan

As described in Section III.B, Land Use, Plans, and Policies, the proposed project falls within the boundaries of the proposed Market and Octavia Area Plan which is part of the San Francisco Planning Department's Better Neighborhoods Program, one of the pillars of the Citywide Action Plan. The Draft Area Plan was released in September 2006.¹⁷

Objectives and policies from the of the September 2006 Draft of the Area Plan promote the preservation of notable historic landmarks, individual historic buildings, and features that help to provide continuity with the past (Objective 3.2), preserve landmark and other buildings of historic value as invaluable neighborhood assets (Policy 3.2.5), encourage rehabilitation and adaptive reuse of historic buildings and resources (Policy 3.2.6), encourage new building design which respects the character of nearby older development (Policy 3.2.12), promote preservation incentives that encourage reusing older buildings (Policy 3.2.13), and to maintain the City's supply of affordable housing, historic rehabilitation projects may need to accommodate other considerations in determining the level of restoration (Policy 3.2.17)

The proposed Neighborhood Plan is clear that the preservation of the established character and scale of historic fabric of the neighborhood is of high importance, to be achieved through the preservation of individually historically significant buildings, as well as through the preservation of the character-defining features that contribute to the area's character.

The proposed project would partially comply with Objective 3.2 and many of its applicable policies in that it would retain some potentially historic buildings on the project site (Woods Hall, Woods Hall Annex, and most of Richardson Hall), providing some level of continuity with the past, while eliminating other potentially historic buildings and structures (Middle Hall, the Administration Wing of Richardson Hall, and the Laguna Street retaining wall). As described above, Woods Hall and the Woods Hall Annex would be retained and reused for multi-unit housing, and a portion of Richardson Hall would be retained and reused for multi-unit apartment housing, community space, and retail space. However, the project sponsors have found it infeasible to reuse the Administration Wing of Richardson Hall or Middle Hall, or maintain the retaining wall along Laguna Street, and these buildings or structures would be demolished as part of the proposed project.

Although the proposed demolition of these historic resources would be contrary to the general policy of preserving all historically significant buildings, the Plan is clear that the goals of historic preservation should be balanced against other important goals, including the promotion of an active pedestrian environment or a mix of unit types, family sizes, and incomes. Where this is the case, and where demolition is proposed, the Plan requires that the new buildings on the site should be a distinct improvement over the previously demolished buildings, as defined by the City's planning objectives.

¹⁷ The Market and Octavia Neighborhood Plan Draft EIR was published in June 25, 2005 and Final EIR in December, 2006. This EIR has not been certified nor has the plan been formally adopted.

In addition to encouraging the preservation of individual historic buildings, the Neighborhood Plan encourages the preservation of qualities that contribute to the historic character of the Market and Octavia Boulevard area. Historic character is provided not only by the prevalence of specific architectural styles, namely Victorian and Edwardian, but by the scale and size of the existing buildings, as well as the traditional street grid. As noted previously, the proposed project would be of a relatable scale and size to the surrounding neighborhood's housing stock. Additionally, new open space and the restoration of a portion of Waller Street through the site would be provided, which would reunify the campus with the surrounding neighborhood. These project features would be consistent with the Neighborhood Plan's preservation policies and objectives.

The Draft EIR for the Area Plan did not identify any significant impacts to historic resources resulting from implementation of the Plan. Since no significant impacts to historic resources were identified as part of implementation of the Area Plan, the significant impacts to historic resources associated with the proposed project would not combine with other potential impacts to historic resources in the Market and Octavia neighborhood to form a significant adverse cumulative impact. In other words, the loss of the existing historic buildings and structures on the project site, as well as the site itself as a potential campus historic district, would not be cumulatively considerable in light of the absence of potential impacts to other historic resources in the larger Market and Octavia neighborhood. As such, the proposed project would have no significant cumulative impacts to historic resources.

References – Historic Architectural Resources

City and County of San Francisco, *Market and Octavia Neighborhood Plan Draft EIR*, June 25, 2005.

City and County of San Francisco, *Draft Market and Octavia Area Plan*, September 2006.

Marsh, Vincent, *Draft National Register of Historic Places Registration Form*, 55 Laguna Street, September 5, 2006.

Office of Historic Preservation (OHP), *Directory of Properties in the Historic Resources Database for San Francisco County*, April, 2006.

Page & Turnbull, Inc. *UCB Laguna Extension Campus, San Francisco, California Historic Resource Evaluation, Final*, December 14, 2005.

San Francisco Planning Department, *Historic Resource Evaluation Response*, Internal Memorandum from Mark Luellen to Rana Ahmadi, File no. 2004.0773E. May 25, 2006.

F. Population and Housing

Introduction

The proposed project would not displace a large number of people (involving either housing or employment), nor create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply (see Initial Study, Appendix A). However, the proposed project would induce population growth at the project site. While such growth is not anticipated to be substantial given the project's urban setting, population growth and housing issues are discussed in this section for informational purposes. Information sources for the following discussion include the 2000 United States Census ("U.S. Census," or "census") and statistical forecasts prepared by the Association of Bay Area Government (ABAG).

Setting

The U.S. Census estimated the year 2000 population of San Francisco at 776,733.¹ The Association of Bay Area Governments projects San Francisco population to increase to 809,200 in 2010 and 811,100 in 2020.

The project site is located in Census Tract 168, which is bounded by Oak Street to the north, Duboce Avenue to the south, Steiner Street to the west, and Market Street to its intersection with Van Ness Boulevard to the east. Census Tract 168 has an area of about 109 acres, with a total population of 6,101 persons in the year 2000. Based on the 2000 Census for Census Tract 168, gross population density, which includes public right-of-ways (i.e., streets) and publicly zoned parcels (i.e., the United States Mint, as well as the project site) was 56 persons per acre. However, a calculation of *net* population density, which is based upon total residentially-zoned land at the census block level yields a more accurate measure of the population densities in the project area. Based on this calculation, the average population density of the census blocks immediately surrounding the project site was 107 persons per acre.²

As described in Section III.A, Land Use, Plans, and Policies, a number of single- and multi-family residential dwellings are located within the site's immediate vicinity. Census Tract 168 included a total of 3,313 housing units, 87 percent of which were renter-occupied units and the remaining 13 percent were owner-occupied units in 2000. Many of these units are in two- to three-story buildings; however a number of seven-story apartment buildings are located in the project site's immediate vicinity. Census Tract 168 has an average population of 1.85 persons per dwelling unit. The census blocks immediately surrounding the project site have an average population of 1.8 persons per dwelling unit,³ reflecting the density of the larger census tract.

¹ Source: <http://www.bayareacensus.ca.gov/counties/SanFranciscoCounty.htm>

² Net population density in the immediate area is calculated by dividing the area's residential population of 2,118 by the size of all residential census blocks (19 acres) which yields 107 persons per acre. This area includes the Assessor's Blocks 0850 – 0871, and excludes the project site (Blocks 0857 and 0870) and the US Mint (Block 0873).

³ Persons per dwelling unit in the census blocks surrounding the project site (1.8) is calculated by dividing the area's population (2,118) by the number of dwelling units (1,177) in 2000.

There are currently no residents on the project site. However, as recently as 2002, the project site accommodated over 800 students, faculty, and staff. Since that time, the University of California and the FAIS has ceased operating its extension center and school campus at the site, and the site has remained vacant with the exception of the UCSF Dental Clinic. As of 2006, the project site supports about 67 faculty and staff at the UCSF Dental Clinic on a daily basis.⁴

San Francisco consistently ranks as one of the most expensive housing markets in the United States. San Francisco is a densely developed urban environment in a region known for its agreeable climate, open space, recreational opportunities, cultural amenities, diverse economy, and prominent education institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong housing demand in the City. New housing to relieve the market pressure created by the strong demand is particularly difficult to provide in San Francisco because the amount of land available for residential use is limited, and because land and development costs are high.

Impacts

Significance Criteria

A project may result in significant adverse population and housing impacts if it would:

- induce substantial population growth, either directly or indirectly;
- displace substantial numbers of existing housing units, or create demand for additional housing, necessitating the construction of replacement housing;
- displace substantial numbers of people or employees.

Project issues related to population, housing, and employment are not considered impacts on the environment unless they result in adverse physical environmental effects. Information concerning increased population, housing units and employment is presented in this section to evaluate physical impacts on the environment that are considered in other topics in Chapter III, Environmental Setting and Impacts, such as air quality, cultural resources, noise, traffic, and growth inducement.

Impact Analysis

Population

The project sponsor proposes to demolish one existing building and a portion of another, construct up 450 dwelling units, 10,000 square feet of community facility space, and approximately 5,000 square feet of retail use in new or renovated buildings at the project site. The project would introduce housing to a site where currently none exists. Based on average residential occupancy of 1.85 persons per dwelling in the project's census tract, the proposed

⁴ Personal communication, Jackie Sorich, UCSF School of Dentistry, Buchanan Dental Center, with Brad Brewster, ESA, March 20, 2006.

project is anticipated to accommodate about 833 new residents on the project site, which would result in a population increase of approximately 14 percent within Census Tract 168, or a 39 percent increase in the residential population immediately surrounding the project site.⁵ While the project would increase the residential population within the larger census block and in the immediate project vicinity, the project's net residential density would be about 144 persons per acre, slightly higher than the average net residential density of the census blocks surrounding the project site, which is 107 persons per acre.⁶ Gross residential density of the census blocks surrounding the project site, which includes streets, open spaces, and all property types, is 56 persons per acre, or roughly two-and-a half times less than the project site's residential density of 144 persons per acre.

While 833 additional residents at the project site is a gross estimate based on census tract information, the actual number of residents may be somewhat less, when considering the unit type, unit mix, as well as the LGBT senior housing population, who would typically be singles or couples without children. Of the total 450 residential units, the proposed 365 non-senior residential units on the project site (approximately 304 studio and one bedroom units and 61 two and three bedroom units) would house about 609 persons.⁷ The openhouse senior housing component would have 85 units, (approximately 66 studios and one bedroom units, and 19 two bedroom units), housing approximately 147 seniors. Based on residential unit type and mix, this could result in a total on site population of approximately 756 residents. The actual on-site population figure would likely fall somewhere between 756 and 833, reflecting both the project's physical capacity and the average person per unit in the project's census tract. For conservative purposes, however, the larger of the two numbers has been assumed for this population and housing analysis.

While the proposed project would result in localized population growth at the project site, its population effects would not be considered substantial in the context of the surrounding urban neighborhood or in the context of the city as a whole. The project's residential density would fall within the range of densities in the census blocks immediately surrounding the project site; project density, relative to the size of its site, would be greater than residential densities of the predominately small-scale, fine-grain single- and multi-family uses to its east (e.g., along blocks along Buchanan and Webster Streets); similar in density to other existing residential developments nearby (e.g., the Church Street Apartments at Church and Hermann Streets); and lower than the relative densities of multi-family apartment buildings located adjacent to the site's perimeter (e.g., 300 Haight Street, 55 Hermann Street, and 1900 Market Street). Thus, it cannot be concluded that the project would directly or indirectly induce substantial population growth that could have adverse physical effects on the environment, and therefore the project's population effects are considered less than significant.

⁵ The project's proposed 450 dwelling units are multiplied by 1.85 which is the average persons per unit in this census tract to yield an estimated 833 inhabitants. The project's gross population increase of 14 percent is calculated by dividing 833 residents by the census tract's population of 6,101 persons in 2000. The project's net population increase of 39 percent is calculated by dividing 833 project residents by the immediate area's population of 2,118 persons in 2000.

⁶ The population of the immediate area (2,118) in 2000 is divided by the size of the residentially-zoned blocks (19.78) which yields a net residential density of 107 persons per acre.

⁷ Assumes 1.5 persons per studio/one bedroom unit, and 2.5 persons per two and three bedroom unit.

Housing

While the project's effects related to housing are not anticipated to be significant, a discussion of housing characteristics is provided here for informational purposes.

The proposed project would construct up to 450 dwelling units on the proposed project site where no housing is currently located. As described above, the project would provide a mix of unit types that would include 85 units of senior housing in the openhouse component (approximately 66 studios and one bedroom units, and 19 two-bedroom units), and 365 units on the remainder of the project site (approximately 304 studio and one bedroom units and 61 one and two bedroom units). The project would increase the total number of units on the site by about 14 percent in Census Tract 168. The project would represent approximately 0.1 percent of the City's 340,000 housing units, about 4.2 percent of the plan area's 10,500 units, and about 7.5 percent of the 5,960 units that could be accommodated in the plan area by 2025. To the extent that the project's impacts associated with the development of on-site housing and other ancillary uses could result in adverse physical changes to the environment, such topics are discussed in Appendix A, Initial Study, and Chapter III of this EIR.

In addition to expressing project density in persons per acre, density may also be expressed in terms of dwelling units (DU) per acre. The average gross residential density in Census Tract 168 in 2000, which includes streets and non-residential areas, was 30 DU/gross acre. The average net residential density in the census blocks immediately surrounding the project site in 2000, which excludes streets and non-residential areas, was 60 DU/net acre. The project's net density would be 78 DU/net acre, slightly higher than to the net residential density in the immediate area.⁸ While the project's density would be greater than that of the predominately smaller-scale uses to its east (e.g., on the block between Hermann to Waller and from Steiner to Fillmore with approximately 48 dwelling units/acre); it would be slightly less than other existing residential developments nearby (e.g., the Church Street Apartments at Church and Hermann Streets at 93 dwelling units/acre) as well as the 7-story, multi-family apartment buildings located adjacent to the site's perimeter (e.g., 300 Haight Street, 55 Hermann Street, and 1900 Market Street).

As discussed in the Initial Study (see Appendix A), the proposed project would not displace residents, as no residents currently reside at the project site. In addition, the project would not displace onsite employees. As indicated in the Project Description (see Chapter II), the UCSF dental clinic would continue to operate under project conditions as it does under existing conditions, and would not displace the approximately 67 faculty and staff who currently work at the clinic. Under future conditions, the project would generate 28 employees who would staff the proposed community facility use and about 14 employees who would work at the project's

⁸ Project site density is calculated by dividing the project's proposed 450 dwellings by the site's 5.80 acres, which yields 78 DU/acre. Net residential density of the surrounding blocks is calculated by dividing the number of dwelling units (1,177) in 2000, by the amount of residentially-zoned blocks in the immediate area (19.78), which yields 60 DU/net acre.

proposed retail/commercial use, for a total of approximately 42 new onsite employees.⁹ Some of these new employees could be accommodated by the proposed new residential units on-site or could be accommodated by other housing opportunities in the neighborhood which is predominately residential. Because the project would not displace housing or people, its effects related to displacement are considered less than significant.

Not less than 15 percent of the units would be reserved for low or moderate income households earning no more than sixty to 100 percent (60-100 percent) of area median income. The percentage of below market rate units proposed by the project sponsor would meet the 15 percent currently required by the City's Inclusionary Affordable Housing Program (Planning Code Section 315, *et. seq.*)¹⁰

Cumulative Impacts

The cumulative context for the assessment of population impacts includes the project site as a subset of the proposed Market and Octavia Neighborhood Plan Project Area (see Chapter III.A, Land Use, Plans, and Policies). The proposed Plan is intended to implement citywide policies in the Plan Area to increase and accelerate housing opportunities at higher densities in a neighborhood rich in transit facilities, neighborhood-oriented uses and in-fill development sites.

The Market and Octavia Neighborhood Plan DEIR anticipates that population in the Project Area would increase from 28,905 residents to about 36,525 residents by 2025, a net change of about 7,620 residents, or about a 26 percent increase. Without implementation of the draft Market and Octavia Neighborhood Plan, population growth would occur more slowly, increasing by about 2,255 residents or 8.5 percent by 2025.

Under future plan conditions, the project's estimated 833 residents would account for about 11 percent of the population growth assumed for the Plan Area. Without implementation of the Plan, the project's contribution to project site vicinity's overall population increase would be greater, contributing about 37 percent of the area's population. In the context of these projections, the proposed project would not cause substantial growth or concentration of population that would result in a significant physical change to the environment, and would not be cumulatively considerable.

The proposed rezoning from P (Public) to either RTO (Residential-Transit Oriented) and/or NCT-3 (Neighborhood Commercial, Transit Oriented) or to a Mixed-Use Special Use District would permit other medium-density residential projects at the same site with a generally similar population and housing densities as the proposed project. As no significant population and

⁹ The project's employment generation estimates are conservative, based on trip generators included in the project's transportation study. The number of prospective project employees is calculated based on the San Francisco Planning Department's *Transportation Guidelines for Environmental Review* (October 2002), which for office use assumes 1 employee per 350 square feet.

¹⁰ On August 1, 2006, the Board of Supervisors approved an increase of the city's inclusionary housing requirements from 10 and 12% to 15%, (if constructed on-site), and from 17% to 20% (if constructed off-site). The percentage of on-site inclusionary housing proposed by the project sponsors (not less than 15%) would meet the potential new on-site inclusionary housing requirement for the project site (15%).

housing impacts were identified with the proposed project, the proposed rezoning effort would also have no significant population and housing impacts.

References – Population and Housing

City and County of San Francisco, *Church Street Apartments Final EIR*, City Case No. 99.097E, October 28, 1999.

City and County of San Francisco, *San Francisco General Plan, Housing Element*, adopted May 13, 2004.

City and County of San Francisco, *Draft Market and Octavia Area Plan*, September 2006.

_____, *Market and Octavia Neighborhood Plan Draft EIR*, Case No. 2003.0347E, June 25, 2005.

G. Landmark and Significant Trees

Introduction

The proposed project would not substantially affect a rare or endangered species of animal or plant or the habitat of the species, nor would it substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species (see Initial Study, Appendix A). However, the proposed project could remove a number of mature trees on the site which may affect landmark and/or significant trees pursuant to recent amendments to the San Francisco Public Works Code. While such removal is not anticipated to result in a significant impact on the environment, such issues are discussed in this section for informational purposes.

Setting

The project site contains approximately 110 trees, inclusive of street trees.¹ Of these, about 60 trees located toward the center of the site would be removed to accommodate the proposed project. These trees are generally ornamental landscape trees, such as junipers, ornamental pear, olive trees, acacia, and Canary Island date palm. The tree trunks range in size from six inches to 36 inches in diameter, with an average trunk diameter of eight to ten inches.

Landmark Trees

The San Francisco Board of Supervisors adopted new legislation in 2006 in the form of amendments to existing city ordinances that would require a special permit from the Board to remove trees designated as “landmark” trees, not only on public property, but anywhere within the territorial limits of the City and County of San Francisco including private properties.² Under the legislation, the criteria for designating a landmark tree include such considerations as age, size, shape, species, location, historical association, or visual quality. No trees on the project site are currently designated as landmark trees. No changes to this legislation or to the designation criteria has occurred since the amendments were approved, nor have any trees in San Francisco been designated as landmark trees.³

There are several large, healthy trees on the project site that may be candidates for landmark designation upon further evaluation. Two Canary Island palm trees and two large fig trees located on the lower south end parking lot against Richardson Hall could have landmark status due to their size, age, and possible cultural significance. The large Canary Palm behind Woods Hall, specifically, was called the “Sacred Palm” by former UC Extension students, and was a symbol of the student community. This tree in particular may meet the landmark tree criteria for historical

¹ Smith & Smith Landscape Architects and Environmental Planners, *UC Berkeley Extension: 55 Laguna Hills Campus On and Off-Site Tree Identification Survey*, September 2, 2004.

² Approved amendments to the San Francisco Public Works Code, Sections 802 - 811, File No. 051458, January 17, 2006.

³ Personal communication, Ursula Sears, San Francisco Bureau of Urban Forestry, with Brad Brewster, ESA, July 10, 2006.

association and/or visual quality. A number of other trees on the site that are less likely to have landmark status but still have substantial size include five redwoods, two sycamores, a Monterey cypress, and a Chinese elm. According to the biological assessment, the overall health of the majority of trees on site is good, but several trees show signs of stress.

Significant Trees

“Significant” trees are defined by the new legislation as being greater than 12 inches in diameter, or greater than 20 feet tall, or have a canopy greater than 15 feet, and are within 10 feet of a public right-of-way. There are approximately 27 trees on the project site that meet these criteria. Removal of “significant” trees requires a tree removal permit from the Department of Public Works.

Impact Analysis

The proposed project would remove all of the trees on the project site, with the exception of the “Sacred Palm” and another large palm tree, both of which would be boxed, stored during construction, and replanted in upper Waller Park after construction.

If one or more trees on the property were to be officially designated as “landmark” trees at some point in the future, and such trees would be removed as part of the project, a tree removal permit from the Board of Supervisors would be required. Currently, no trees on the project site have been officially designated as “landmark” trees.

There are approximately 27 trees on the project site that meet the criteria for “significant trees” (i.e., greater than 12 inches in diameter, or greater than 20 feet tall, or have a canopy greater than 15 feet, and are within 10 feet of a public right-of-way). Because they meet the criteria, they are considered “significant” trees. Most, if not all, of these trees would be removed as part of the project, and as such, a. tree removal permit from the Department of Public Works would be required prior to their removal. In accordance with the permit, the project sponsor would replace all significant trees removed from the site with new trees. Implementation of the requirements of the tree removal permit(s) would create a less-than-significant impact to “landmark” or “significant” trees on the project site.

H. Growth Inducement and Other CEQA Topics

Growth Inducement

Growth inducement under CEQA considers the ways in which proposed and foreseeable project activities could encourage and facilitate other activities that would induce economic or population growth in the surrounding environment, either directly or indirectly. The Initial Study (see Appendix A) concluded that the project would not displace a large number of people or create a substantial demand for additional housing, but would contribute to the overall cumulative growth of the Hayes Valley area. This EIR section summarizes the possibilities for growth, and concludes that the project would allow additional population growth, but not to a significant level.

As described in Section III.F, Population and Housing, the proposed project would allow approximately 833 people to reside on a site that is currently vacant. The project would result in an approximately 14 percent population increase for Census Tract 168.¹ At about 5.8 acres, the project's residential density would be about 144 persons per net acre, slightly higher than the average density of 107 persons per net acre in project site's census tract. While the proposed project would result in localized population growth at the project site, its effects on population growth would not be considered substantial in the context of the city as a whole, nor would it directly or indirectly induce economic or population growth in the immediate area that could have significant adverse physical effects on the environment (such as the extension of additional utilities/infrastructure, or the construction of additional public services, such as fire, police, or schools). As such, the proposed project would have a less-than-significant impact on growth inducement.

Other CEQA Topics

Following publication of the Initial Study on May 6, 2006, the San Francisco Board of Supervisors adopted Ordinance 116-06 on May 23, 2006, directing the City to employ an Initial Study Checklist based on the form included in Appendix G of the CEQA Guidelines.

Accordingly, the Planning Department has recently adopted a new Initial Study Checklist, consistent with Appendix G but also incorporating additional questions specific to the urban environment of San Francisco. This new checklist includes some new topic areas that are generally not relevant within San Francisco and, upon consideration, have been determined not to involve any potential environmental impacts resulting from the proposed project. These topics include agricultural resources, airports (with regard to noise and hazards), septic systems, flood hazard zones, and mineral resources. The new Initial Study checklist also includes a section on recreation, a topic which is addressed under Section III.A, Land Use, Plans, and Policies as part of discussion about parks and open space in the project vicinity.

¹ The project's proposed 450 dwelling units are multiplied by 1.85 which is the average persons per unit in this census tract to yield an estimated 833 inhabitants. The project's population increase of 14 percent is calculated by dividing 833 residents by the census tract's population of 6,101 persons in 2000.

CHAPTER IV

Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

In the course of project planning and design, measures have been identified that would reduce or eliminate potential significant environmental impacts of the proposed project. Some of these measures have been, or would be, voluntarily adopted by the project sponsor or project architect and contractor and thus are proposed as part of the project; some are identified in this EIR and are under consideration by the project sponsor. Implementation of some may be the responsibility of other agencies.

A. Mitigation Measures Identified in the EIR

The following mitigation measures are recommended to reduce potentially significant impacts of the proposed project, including impacts to historic resources, identified in Section III.E, Historic Architectural Resources, of this EIR.

Mitigation Measure HR-1. HABS-Level Recordation

A common strategy for the mitigation of historical resources that would be lost as part of the proposed project is through documentation and recordation of the resource(s) prior to their demolition using historic narrative, photographs and/or architectural drawings. While not required for state or local resources, such efforts often comply with the federal standards provided by the National Park Service's Historic American Building Survey (HABS). As such, the project sponsor shall document the existing exterior and interior conditions of the Administration Wing of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and any significant landscape features of the former campus according to HABS Level II documentation standards. According to HABS Standards, Level II documentation consists of the following tasks:

- *Drawings:* Existing drawings, where available, should be photographed with large format negatives or photographically reproduced on mylar. Many copies of drawings of the project site buildings are known to exist, as they were cited in the Page & Turnbull report.
- *Photographs:* Black and white photographs with large-format negatives should be shot of exterior and interior views of the Administration Wing of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and any significant landscape features of the former campus. Historic photos, where available, should be reproduced using large-format photography, and all photographs should be printed on archival (acid-free) fiber paper.

Many historic photos of the site are known to exist, as they were cited in the Page & Turnbull report.

- *Written data:* A report should be prepared that documents the existing conditions of the Administration Wing of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and any significant landscape features of the former campus, as well as the overall history of the California normal school and the site of San Francisco State University. Much of the historical and descriptive data used in preparation of the Page & Turnbull report can be reused for this task.

Documentation of the former UC Extension site shall be submitted to the following repositories:

- Documentation report and one set of photographs and negatives shall be submitted to the History Room of the San Francisco Public Library.
- Documentation report should be submitted to the Northwest Information Center of the California Historical Resources Information Resources System.
- Documentation report, one set of photographs, original drawings, and rehabilitation drawings should be sent to the Environmental Design Archives in the College of Environmental Design, University of California, Berkeley.
- Documentation report and xerographic copies of the photographs should be submitted to the San Francisco Planning Department for review prior to issuance of any permit that may be required by the City and County of San Francisco for demolition of Middle Hall or the Administration Wing of Richardson Hall.
- Documentation report and xerographic copies of the photographs should be submitted to the San Francisco Landmarks Preservation Advisory Board.

Mitigation Measure HR-2. Interpretative Display

An additional form of mitigation shall include the installation of permanent interpretative display at the former UC Laguna Extension campus to describe to the general public the long and significant history of the site as an early California normal school and as the original site of San Francisco State University, as well as its WPA-era associations. Components of this mitigation program could include a permanent kiosk within or near the proposed Waller Park that would contain historic photographs and plans, and descriptive text. Alternatively, these elements could be placed in a publicly-accessible gallery/exhibition space on the interior of one of the historic buildings, such as the 10,000 square feet of community space proposed within Richardson Hall. Historic photos, plans, and text developed from the HABS-level recordation could be used for this interpretive display. The design for the interpretive display should be submitted to the San Francisco Landmarks Preservation Advisory Board for review and approval prior to final installation.

These mitigation strategies would not fully reduce the aforementioned significant adverse impact to a less-than-significant level. CEQA Section 15126.4 (b) (2) states that 'In some circumstances,

documentation of a historical resource, by way of historic narrative, photographs and/or architectural drawings, as a mitigation for the effects of demolition of the resource will not mitigate the effects to a point where clearly no significant effect on the environment would occur.' As such, even with implementation of the aforementioned mitigation measures demolition of the Administration Wing of Richardson Hall, Middle Hall, and Laguna Street retaining wall would be considered a significant unavoidable impact on the environment. Section VI, Alternatives, describes project alternatives that would avoid the significant impacts of the proposed project.

B. Mitigation Measures Identified in the Initial Study

The following mitigation measures are recommended to reduce potentially significant impacts of the proposed project associated with construction air quality, nesting birds, and archaeological resources, that were identified in the Initial Study (published on May 6, 2006).

Mitigation Measure 1 – Construction Air Quality

To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray the project site with water during demolition, excavation and construction activities; sprinkle unpaved exterior construction areas with water at least twice per day, or as necessary; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition excavation and construction at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. All paved access roads, parking area, and any paved areas used for staging shall be swept daily.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 2 – Avian Survey

The project sponsor shall complete all demolition activities, including ground clearing, grading, and removal of trees or shrubs, during the non-breeding season (August 1 through January 31). If this is determined to be infeasible, a qualified wildlife biologist shall conduct preconstruction/demolition surveys of all potential special-status bird nesting habitat in the vicinity of the buildings to be demolished no more than two weeks in advance of any demolition activities that would commence during the breeding season (February 1 through July 31).

Depending on the survey findings, the following actions shall be taken to avoid potential adverse effects on nesting raptors and other nesting birds:

1. If active nests of special-status birds are found during the surveys, a no-disturbance buffer zone shall be created around active nests until a qualified biologist determines that all young have fledged. The size of the buffer zones and types of construction activities restricted within them shall be determined through coordination with the California Department of Fish and Game (CDFG), taking into account factors such as the following:
 - a. Noise and human disturbance levels at the project site and the nesting site at the time of the survey and the noise and disturbance expected during the construction activity;
 - b. Distance and the amount of vegetation or other screening between the project site and the nest;
 - c. Sensitivity of individual nesting species and behaviors of the nesting birds.
2. If preconstruction/demolition surveys indicate that no nests of special-status birds are present or that nests are inactive or potential habitat is unoccupied, no further mitigation is required.
3. Preconstruction/demolition surveys are not required during the non-breeding season (August 1 through January 31) for demolition activities including ground clearing, grading, and removal of trees or shrubs.
4. Furthermore, demolition and/or construction activities commencing during the non-breeding season and continuing into the breeding season do not require surveys (as it is assumed that any breeding birds taking up nests would be acclimated to project-related activities already under way). However, if trees and shrubs are to be removed during the breeding season, the trees and shrubs shall be surveyed for nests prior to their removal, according to the survey and protective action guidelines 1a though 1c, above.
5. Nests initiated during demolition or construction activities are presumed to be unaffected by the activity, and a buffer is not necessary.
6. Destruction of active nests of special-status birds and overt interference with nesting activities of special-status birds shall be prohibited.
7. Trees and shrubs that have been determined to be unoccupied by nesting special-status birds may be removed as long as they are located outside of any buffer zones established for active areas.

Mitigation Measure 3 – Hazards

The project sponsor shall prepare and implement a Soil Management Plan (SMP) and a Health and Safety Plan (HSP), both of which are described below.

1. Potential hazards to construction workers and the general public during demolition and construction shall be mitigated by the preparation and implementation of a site-specific soil management plan. Specific information to be provided in the plan would include soil-handling procedures that segregate Class I from Class II or III fill material and isolate fill material from the underlying native soil. The plan would also include procedures for on-site

observation and stockpiling of excavated soils during construction, soil sampling for focused waste classification purposes, and legal disposal at an appropriate disposal facility. In the event that the soil were characterized as a hazardous waste according to State or Federal criteria, the soil shall be disposed of at a Class I disposal facility. Soil classified as a non-hazardous waste could be disposed of at a Class II or III disposal facility in accordance with applicable waste disposal regulations.

2. Potential hazards to construction workers and the general public during demolition and construction shall be mitigated by the preparation and implementation of a site-specific health and safety plan. The health and safety plan shall meet the requirements of federal, state and local environmental and worker safety laws. Specific information to be provided in the plan includes identification of contaminants, potential hazards, material handling procedures, dust suppression methods, personal protection clothing and devices, controlled access to the site, health and safety training requirements, monitoring equipment to be used during construction to verify health and safety of the workers and the public, measures to protect public health and safety, and emergency response procedures.

Mitigation Measure 4 – Archaeology

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with, a) the project archaeological research design and treatment plan (*Archeo-Tec, Final Archaeological Research Design and Treatment Plan for the Laguna Hill Project, San Francisco, California*, July 2005 at the direction of the Environmental Review Officer (ERO), and b) in instances of any inconsistency between the requirements of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirement of the latter shall prevail. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in CEQA Guidelines Sections 15064.5 (a) and (c).

Archeological Testing Program

The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected

archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- a. The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- b. A data recovery program shall be implemented, unless the ERO determines that the archaeological resources is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program

If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;

- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program

The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.

- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects

The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report

The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

CHAPTER V

Significant Environmental Effects That Cannot be Avoided if the Proposed Project is Implemented

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081, and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the project, or by other mitigation measures that could be implemented, as described in Chapter IV, Mitigation Measures. This chapter is subject to final determination by the San Francisco Planning Commission as part of the certification process for the EIR. If necessary, this chapter will be revised in the Final EIR to reflect the findings of the Planning Commission.

As described in Section III.E, Historic Architectural Resources, the proposed project would result in three impacts that cannot be avoided if the proposed project is implemented; 1) the substantial alteration or demolition of existing structures which qualify as historical resources under CEQA (Administration Wing of Richardson Hall, Middle Hall and the Laguna Street retaining wall), 2) project site may no longer be eligible as a potential campus historic district after completion of the project, and 3) rezoning of the project site would have significant impacts to historic resources that are similar to those of the proposed project.

Although Mitigation Measures HR-1 and HR-2 have been recommended to reduce the project impacts to historic resources, as described in Section IV, Mitigation Measures, they would not avoid the impacts entirely, in which case the impacts would remain significant and unavoidable if the project were implemented. Only selection of a project alternative, described in Section VI, Alternatives, would reduce the impacts of the proposed project to a less-than-significant level.

CHAPTER VI

Alternatives to the Proposed Project

This chapter identifies alternatives to the project and discusses the environmental effects associated with the alternatives in comparison with the proposed project. Project decision-makers could adopt an alternative instead of the proposed project if that alternative would substantially lessen or avoid significant environmental impacts identified for the project and that alternative is determined feasibly to meet most of the project objectives. The determination of feasibility will be made by City decision-makers.

A. No Project

Description

This alternative would entail no changes to the project site. The former UC buildings on the project site would remain locked and vacant as they are currently, with the exception of the UC Dental Clinic, which would continue to operate as a UCSF facility. The parking areas in the center of the site would be used for UC and CPMC Davies parking purposes only, as under current conditions. All other portions of the site would remain off-limits to the general public. This alternative assumes that UC would perform minimal maintenance on the vacant buildings for safety and security purposes, but would not make wholesale improvements or renovations to them.

UC would have the option of selling the property under the No Project Alternative, pursuant to the Stull Act (California Public Contracts Code §§ 10511-10513), which regulates the sale of surplus University of California property. The Stull Act requires that surplus property be sold via closed bid to the highest bidder. Under this alternative, the purchaser could seek entitlements from the City for its preferred use of the property, and the environmental impacts of that proposed use would be analyzed at that time.

Impacts

The No Project Alternative would result in no substantial changes to the project site. This alternative would avoid or reduce all of the potentially significant operational and construction-related impacts of the proposed project. In terms of land use, plans, and policies, the project site would remain under its current P-zoning under the No Project Alternative. However, since the change in zoning from P (Public) to RTO/NCT-3 or a Mixed-Use Special Use District under the proposed project is not considered a significant environmental impact, this alternative would not

avoid any significant impacts to land use, plans, or policies. This alternative would not provide the same level of public access to or through the site as under the proposed project, as neither Waller Park nor the reopening of the Waller Street right-of-way to pedestrian traffic would occur. The existing land uses, which are essentially limited to surface parking for UC and CPMC Davies staff, would continue under this alternative.

No changes to the existing amount of PM peak hour traffic or number of parking spaces would occur under the No Project Alternative. Although PM peak hour trips would be substantially less under this alternative than under the proposed project, this alternative would not avoid or reduce any significant traffic impacts under project or cumulative scenarios, as none were identified. Similarly, air quality effects from vehicular emissions would be substantially less under the No Project Alternative than under the proposed project, although this alternative would not avoid or reduce any significant air quality impacts, as none were identified under the proposed project. The No Project Alternative would have no impacts with respect to visual quality and aesthetics, as no new construction would occur on the project site, and on-site and off-site views would be the same as under current conditions. This alternative would not avoid or reduce any significant visual impacts, as none were identified under the proposed project.

The No Project Alternative would avoid the significant project impacts to historic resources because this alternative would retain the Administration Wing of Richardson Hall, Middle Hall, the Laguna Street retaining wall, and the internally focused campus feeling of the site, all of which are considered historic resources under CEQA. While some level of minimal building maintenance is assumed under this alternative, the historic resources on the project site could continue to deteriorate as they are currently.¹ Continued deterioration of historic resources could be considered a significant impact, depending of the level of maintenance and security that UC would provide for the project site buildings. Although continued deterioration may occur, the No Project Alternative would avoid the impacts of wholesale demolition of Middle Hall, the Administration Wing of Richardson Hall, and the Laguna Street retaining wall. This alternative would also avoid the potentially significant impacts of new construction immediately adjacent to historic resources, which may not be fully incompatible with the historic resources, and therefore could disqualify the site from consideration as a potential historic district. As such, even with continued deterioration of the existing buildings, the No Project Alternative would have a reduced impact to historic resources, on balance, than would the proposed project.

No impacts to population or housing are anticipated under this alternative, as no new housing or increase in population on the project site would occur. This alternative would not avoid any impacts to population or housing, as none were identified under the proposed project.

There would be no impacts to landmark and significant trees under the No Project Alternative, as no tree removal would occur. However, this alternative would not avoid any significant impacts to landmark trees, as no trees on the project site have been officially designated as such.

¹ As evidenced by the collapsed ceiling in the lounge of the Richardson Hall Administration Wing, caused by recent water damage during the Winter of 2005-06.

This alternative would avoid the construction-related impacts described in the Initial Study, such as generation of construction-period air quality impacts, potential disturbance of nesting birds during construction, potential public and worker exposure to hazardous soils or building materials during building demolition and subsurface excavation, and accidental damage to potentially significant archaeological resources due to subsurface excavation. Unlike the proposed project, the No Project Alternative would not require mitigation for these potentially significant impacts, including Mitigation Measure 1 – Construction Air Quality, Mitigation Measure 2 – Avian Survey, Mitigation Measure 3 – Hazards, and Mitigation Measure 3 – Archaeological Resources.

Compliance with UC Regent's and Project Sponsor's Objectives

The No project Alternative would not comply with most of the Regents' objectives, nor any of the project sponsor's objectives, including UC objective #1: "convey the property to a development team qualified to develop the property in a financially feasible manner that contributes to the quality of life of the surrounding neighborhood and the City of San Francisco," UC objective #3: "fulfill fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission," sponsor objective #4: "provide moderate-density housing near downtown and accessible to various modes of public transit, thereby implementing the objectives of the General Plan Housing Element to construct additional residential units in established neighborhoods that will contribute significantly to the City's housing supply," or sponsor objective #5: "provide a variety of rental housing types for a broad range of households, including studio, one-bedroom and multi-bedroom units and including below market rate units pursuant to affordable housing requirements." The No Project Alternative would only meet one of the UC objectives, objective #2: "retain the existing UCSF Dental Clinic."

B. Preservation Alternative

Description

This alternative would retain all buildings on the site for renovation and adaptive reuse, including Richardson Hall, Middle Hall, Woods Hall, Woods Hall Annex, as well as the retaining wall along Laguna Street. This alternative would construct new in-fill residential uses in a manner similar to the proposed project, yet at a reduced size and density; up to 332 residential units (about 79 senior housing units and approximately 253 non-senior units) and approximately 335 parking spaces. Similar to the proposed project, this alternative would provide 10,000 sq. ft. of community space, to be located entirely within Middle Hall, and up to 5,000 sq. ft. of retail, to be located at the basement (ground floor) level of Richardson Hall. This alternative would result in six new buildings, compared to the proposed project's seven (see Figure 26 page VI-4, Alternative B: Preservation Alternative). In order to preserve the proposed historic district's internally focused campus feeling, this alternative would restrict vehicular access through the site by eliminating the through streets (Lindhardt Lane and Micah Way), as shown in the proposed project. The parking garage access driveways would be at Laguna and Waller Streets, as well as

Buchanan Street

Haight Street

Laguna Street

Hermann Street

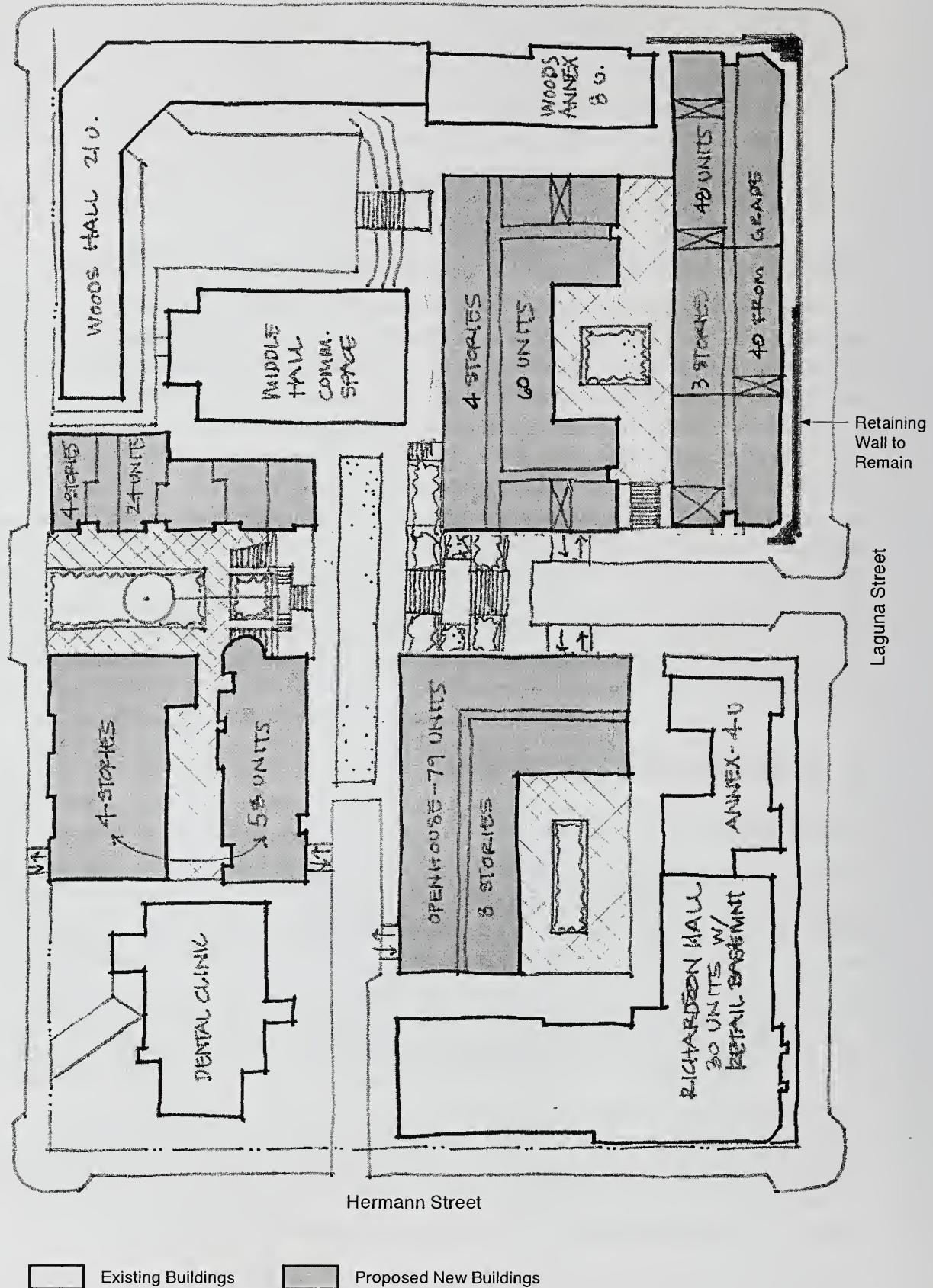


Figure 26 Alternative B: Preservation Alternative

on Hermann and Buchanan Streets. This alternative would also keep the retaining wall along Laguna Street. The proposed openhouse building would be constructed in a new courtyard immediately behind Richardson Hall, and would be eight stories or approximately 80 feet in height. All other new buildings would be between three to four stories, or a maximum of approximately 40 feet in height, consistent with the site's existing 80-B and 40-X Height and Bulk District. All existing historic buildings would be upgraded for ADA and seismic code compliance, and all renovations efforts would be consistent with the guidance provided by the *Secretary of the Interior's Standards for Rehabilitation*. Middle Hall, specifically, would be retained for use as a community space. Finally, the UCSF Dental Clinic would also be retained for use in its current configuration under this alternative.

Impacts

The Preservation Alternative would replace the current land uses on the project site, which include surface parking for UC faculty and staff, with a residential mixed-use development generally similar to the proposed project, but at a reduced residential density, and with a reduction in automobile and pedestrian access through the site. Similar to the proposed project, the Preservation Alternative would require a zoning amendment from (P) Public, to RTO/NCT-3 or a Mixed-Use Special Use District to allow construction of a private mixed-use residential facility on the site. However, since the change in zoning from P (Public) to RTO/NCT-3 or a Mixed-Use Special Use District under the proposed project is not considered a significant environmental impact, this alternative would likewise not result in any significant impacts to land use, plans, or policies. Unlike the proposed project, the Preservation Alternative would not require an adjustment to the existing Height and Bulk District, as the proposed building heights under this alternative would be within the site's existing 80-B and 40-X Height and Bulk District.

In terms of visual and aesthetic resources, the Preservation Alternative would be relatively similar to the proposed project with respect to changes to on and off-site views. The primary differences in visual effect would be apparent along Laguna Street: because the Preservation Alternative would retain the single-story Administration Wing of Richardson Hall, the eight-story openhouse building would be set back about 100 feet from the Laguna Street property line under this alternative, whereas under the proposed project, the openhouse building would be constructed to the property line. This would result in less visual change in the view from Market/Laguna/Hermann Streets, from Laguna and Waller Streets, and from Laguna and Haight Streets (see Figures 13, 14, and 15 respectively, in Section III.B, pages III.B-9, -10, and -11, Visual Quality and Urban Design). Moreover, the Preservation Alternative would develop three-story residential buildings along Laguna Street near Haight Street (about 40 feet from grade), above and behind the existing retaining wall, and would not create new openings in the Laguna Street retaining wall, further diminishing the visual change that would be apparent from the two corner viewpoints (Figures 11 and 12). Visual effects would be similar to those of the proposed project from the other viewpoints illustrated in Section III.B (Figures 16 and 17, pages III.B-12 and -13). Similar to the proposed project, the Preservation Alternative would also have no significant impacts with respect to visual and aesthetic resources.

The Preservation Alternative would generate approximately 154 PM peak hour vehicular trips.² This is approximately 25 percent fewer PM peak hour trips than would be generated by the proposed project (206), primarily because the total number of residential units would be reduced from 450 to 332. Although the number of PM peak hour trips would be less than the proposed project, this alternative would not avoid or reduce any significant traffic impacts under project or cumulative scenarios, as none were identified under the proposed project. Similarly, air quality effects from vehicular emissions would be less than the amount generated by the proposed project. However, this alternative would not avoid or reduce any significant air quality impacts, as none were identified under the proposed project. Parking on the project site would be increased from the existing 278 parking spaces to approximately 335 spaces, a difference of about 57 additional spaces. This alternative would provide approximately 17 fewer parking spaces than the proposed project (352).

The Preservation Alternative would reduce the project impacts to historical resources to a less-than-significant level. This alternative would retain all buildings that the Planning Department has identified as being individually eligible for listing on the California Register of Historical Resources (CRHR), including Richardson Hall in its entirety, Woods Hall and Woods Hall Annex, as well as the contributors to a potential campus historic district, which include Middle Hall, the retaining wall along Laguna Street, and much of the associated landscaping from the period of significance (1921 to 1955). By eliminating the through-streets as part of the proposed project (Lindhardt Lane and Micah Way), retaining the internally focused feeling of the campus, and reducing the overall scale and density of the development from 450 residential units to 332 units (a 26 percent reduction in density), this alternative would additionally reduce the project impacts to the site as a potential campus historic district to a less-than-significant level.

Planning Department preservation staff concurred that the proposed Preservation Alternative would generally avoid the significant impacts to historic resources of the proposed project, by stating, “We've concluded that the 6/9/06 preservation scheme, as verbally amended in today's meeting, would comply with the *Secretary of Interior's Standards for the Preservation of Historic Properties (Rehabilitation Standards)*. (To recap, the verbal amendments are the removal of the north-south lane that penetrates the site on Hermann Street and the retention of the perimeter wall on Laguna Street.) The preservation alternative complies with the *Rehabilitation Standards* because it retains Middle Hall and the Richardson Hall Administration Wing and preserves the essential historic form of the campus as a unified site bounded by perimeter structures with additional buildings located in the interior of the site.”³

While not required, implementation of proposed Mitigation Measures HR-1 and -2 (HABS-Level Recordation and Public Interpretation) could still be implemented under the Preservation Alternative to further reduce the potential impacts to historic resources of this alternative, as there would still remain some level of impact to the potential historic district through the introduction

² Wilbur Smith Associates, *55 Laguna Street – DEIR Alternatives Analysis*, memo, July, 2006.

³ Email Communication, April Hesik, San Francisco Planning Department to Rana Ahmadi, San Francisco Planning Department, June 13, 2006.

of adjacent new construction, as well as changes to the interiors of existing historic buildings. With regard to population and housing, the Preservation Alternative would generate approximately 614 new residents on the project site, a reduction of about 218 inhabitants, or about 26 percent, compared with the proposed project. This alternative would result in a population increase of approximately 10 percent within Census Tract 168, compared with the proposed project's 14 percent increase.⁴ At about 5.8 acres, this alternative's residential density would be about 105 persons per net acre, generally similar to the average density of 107 persons per net acre in the vicinity of the project site. Although the on-site population of the project site would increase from zero to approximately 614, this alternative would not avoid any significant impacts to population or housing, as none were identified under the proposed project.

Potential impacts to landmark and significant trees would be similar to the proposed project, given the level of development that would occur on the project site, potentially removing "landmark" trees on the site, were any trees to be formally designated as such. Similar to the proposed project, the Preservation Alternative would require a tree removal permit to remove any trees that were formally designated as "landmark" trees or which meet the criteria for "significant" trees. Also similar to the proposed project, this alternative would retain the so-called "Sacred Palm." This alternative would not avoid any significant impacts to "landmark" trees, as no trees on the project site have been officially designated as such.

The Preservation Alternative would not avoid the construction related impacts of the proposed project described in the Initial Study, as the level of construction activities under this alternative would be only slightly reduced. Construction related impacts likely to occur under the Preservation Alternative would include the generation of construction-period air quality impacts, potential disturbance of nesting birds during construction, potential public and worker exposure to hazardous soils or building materials during building demolition and subsurface excavation, and accidental damage to potentially significant archaeological resources due to subsurface excavation. Similar to the proposed project, the Preservation Alternative would require mitigation for these potentially significant impacts, including Mitigation Measure 1 – Construction Air Quality, Mitigation Measure 2 – Avian Survey, Mitigation Measure 3 – Hazards, and Mitigation Measure 3 – Archaeological Resources. As with the proposed project, implementation of these mitigation measures would reduce construction effects to a less-than-significant level.

⁴ The alternative's proposed 332 dwelling units are multiplied by 1.85 which is the average persons per unit in this census tract to yield an estimated 614 inhabitants. The alternative's population increase of 10 percent is calculated by dividing 614 residents by the census tract's population of 6,101 persons in 2000.

Compliance with UC Regent's and Project Sponsor's Objectives

The Preservation Alternative could comply with all or nearly all of the Regent's and project sponsor's objectives. These include UC objective #1: "convey the property to a development team qualified to develop the property in a financially feasible manner that contributes to the quality of life of the surrounding neighborhood and the City of San Francisco," UC objective #2: "retain the existing UCSF Dental Clinic," and UC objective #3: "fulfill fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission."

The Preservation Alternative would also fulfill a number of the project sponsor's objectives, but to a lesser extent than the proposed project, including objective #4: "provide moderate-density housing near downtown and accessible to various modes of public transit, thereby implementing the objectives of the General Plan Housing Element to construct additional residential units in established neighborhoods that will contribute significantly to the City's housing supply," and sponsor objective #5: "provide a variety of rental housing types for a broad range of households, including studio, one-bedroom and multi-bedroom units and including below market rate units pursuant to affordable housing requirements."

The Preservation Alternative could potentially meet or partially meet the sponsor's objective #14: "construct a high-quality residential mixed-use development that produces a reasonable return on investment for the project sponsors and their investors and is able to attract both equity investors, construction, and permanent financing."

C. New College of California/Global Citizen Center Concept Plan

Description

This Alternative would retain the project site under its existing P (Public) Zoning District and 80-B and 40-X Height and Bulk District, retain and reuse of all existing historic buildings on the project site, and construct new in-fill residential and non-profit commercial uses, parking and open space uses. This alternative assumes that a private, non-profit educational institution in partnership with a non-profit green business organization, such as the New College of California and the Global Citizen Center (NC/GCC),⁵ would construct a new mixed used campus on the project site (see Table 12 and Figure 27, page VI-10, Alternative C: New College of California / Global Citizen Center Concept Plan). The NC/GCC would either purchase the subject property from the University of California in conformance with the Stull Act⁶ or ground lease the property

⁵ The New College of California is a private, non-profit educational institution located at 777 Valencia Street, about one mile south from the project site. The New College previously expressed interest in the project site for the location of a new campus, prepared illustrative concept plans, and provided information used in preparation of this section of the EIR. The Global Citizen Center is a 501(c)(3) non-profit organization whose mission is to educate the public about the need to create new economic practices as consumers, businesses, and communities that are environmentally sustainable and socially just.

⁶ Stull Act (California Public Contracts Code §§ 10511-10513) regulates the sale of surplus University of California property. The Stull Act requires that surplus UC property be sold via closed bid to the highest bidder.

from the University. On October 10, 2006, New College submitted an Abbreviated Institutional Master Plan (IMP) to the Planning Department. The IMP does not identify the project site as a potential new campus or expansion area for New College, and as such, the college may not pursue this Alternative. Similarly, Global Citizen Center may also not pursue this Alternative.

Existing Buildings and Uses

As proposed by the NC/GCC,⁷ the New College would be accommodated primarily within the existing buildings of Richardson Hall, Middle Hall, Woods Hall, and Woods Hall Annex. These buildings would be reused for educational and community serving purposes, and would undergo seismic and ADA upgrades. The existing gymnasium and computer labs in Middle Hall would be shared spaces for site tenants and the surrounding neighborhoods. The basement level of Richardson Hall would be opened up along the Laguna Street frontage and used by the GCC.

The New College estimates it would have a maximum on-campus population of about 1,140 students, (including on-site housing for 90 students to be provided in the GCC buildings described below, and 1,050 commuter students), and 94 full-time faculty members.⁸ These numbers assume a 20 percent increase in the number of faculty and staff over existing numbers, given the College's historic 5 percent annual growth rate, projected over the next four years (about 2010, the approximate date of when such a campus could open on the project site). The New College would offer about 72 total classes primarily occurring Monday through Thursday, three times a day, between 10:00 am – 1:00 pm, 3:00 pm – 6:00 pm, and 6:30pm - 9:30 pm, with an average of 16 students per class. As such, not all of the students or faculty would be on-campus at any one time, given the rotating class schedules.

Proposed New Buildings and Uses

Most of the Global Citizen Center's programs would be in three new buildings to be constructed toward the center of the site, totaling approximately 227,000 square feet of new construction (see Table 12). The GCC building would be between two-to-four stories in height above parking. Building A would be a three-story (35 - 45-feet high) mixed use building on Laguna Street accommodating exhibition and retail space, offices, about 50 student housing beds, and parking for 32 automobiles, totaling approximately 85,400 square feet. In the center of the site northwest from Richardson Hall would be Building B, a four-story (40 – 45 feet high) mixed used building accommodating exhibition/conference space and offices, and parking for approximately 73 automobiles. An adjacent two-story (20 - 30 feet high) theater would be directly north of this building. Building B would be approximately 67,800 square feet in size. Building C would be a three-story (35 - 40 feet high) mixed use building north of the UCSF dental clinic on Buchanan Street, with retail, offices and up to 40 beds of student housing, and parking for 73 automobiles, totaling approximately 73,800 square feet.

⁷ New College of California and Global Citizen Center, *Preservation/Open Space/Public Use Alternative, Laguna Hill Residential Project EIR*, May 15, 2005.

⁸ Personal Communication, Eduardo Waller, New College of California, with Brad Brewster, ESA, January 3, 2006.

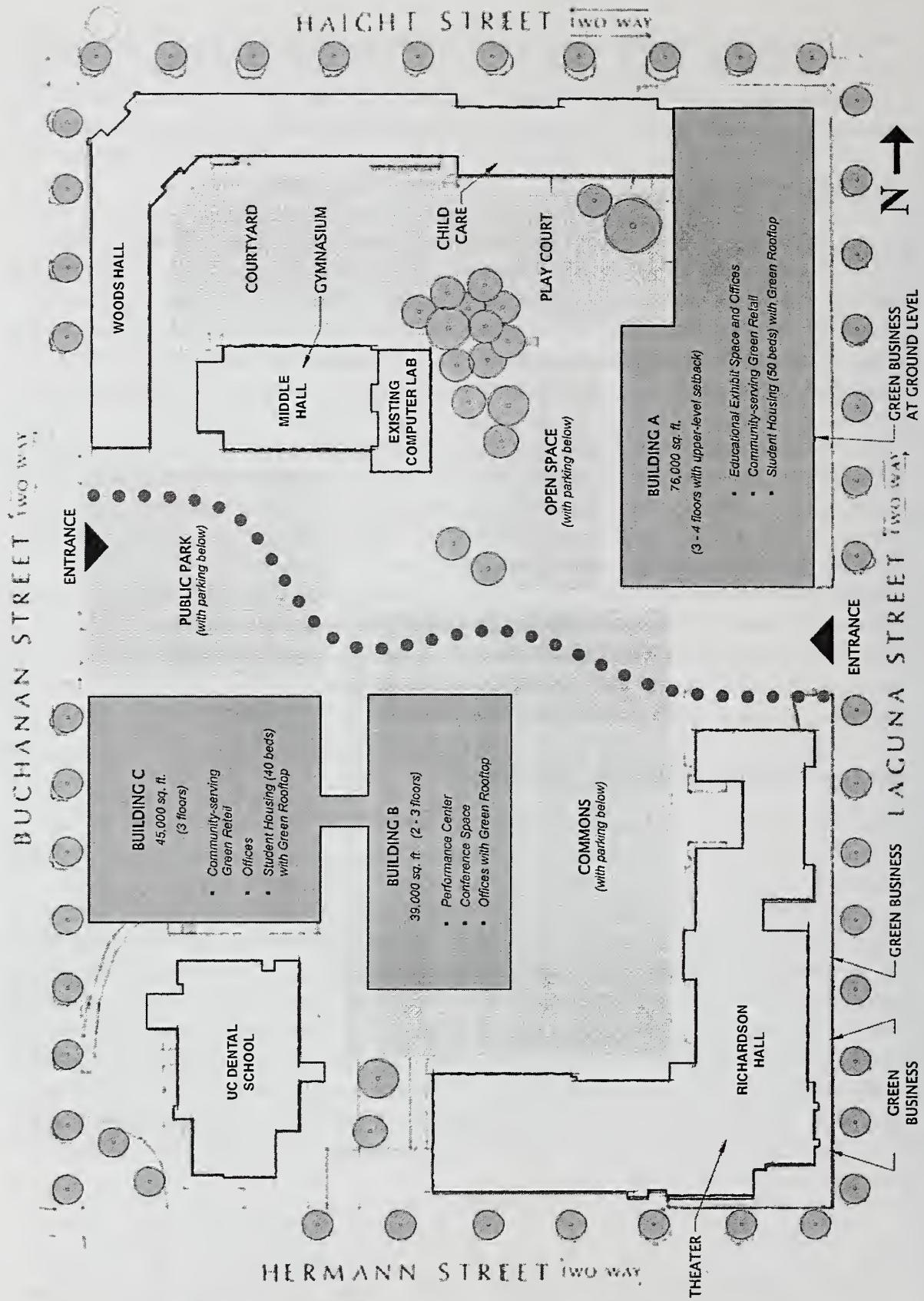


Figure 27 Alternative C: New College of California and Global Citizen Center Concept Plan

SOURCE: NC/GCC, 2006

TABLE 12
NEW COLLEGE/GLOBAL CITIZEN CENTER PROPOSAL

| | Approximate Size (sq. ft.) | Employees ^a , Residents, Students, Staff | Parking Spaces | Building Height |
|--|----------------------------|---|----------------|-----------------|
| New Construction | | | | |
| <i>Building A (Laguna & Haight)</i> | | | | |
| Retail/Exhibit | 12,000 | 18 | | 35-45 feet |
| Office | 46,000 | 166 | | |
| Student Housing | 17,800 | 50 (beds) | | |
| Parking | 9,600 | | 32 | |
| <i>Subtotal Building A</i> | 85,400 | | | |
| <i>Building B (Center)</i> | | | | |
| Conference/Exhibit | 8,800 | 25 | | 40-45 feet |
| Office | 26,400 | 95 | | |
| Performance Theater | 4,000 | 2 | | 20 – 30 feet |
| Parking | 28,600 | | 73 | |
| <i>Subtotal Building B</i> | 67,800 | | | |
| <i>Building C (Buchanan & Hermann)</i> | | | | |
| Retail (incl. food service) | 5,000 | 14 | | 35-40 feet |
| Office | 26,200 | 95 | | |
| Student Housing | 14,000 | 40 (beds) | | |
| Parking | 28,600 | | | |
| <i>Subtotal Building C</i> | 73,800 | | | 73 |
| <i>Subtotal New Construction</i> | 227,000 | 415 GCC employees, 90 NC student residents | 178 | |
| Renovated Existing Bldgs, | | | | |
| Woods Hall | | | | |
| Classroom & Support | 26,000 | | | |
| Woods Hall Annex | | | | |
| Childcare | 12,600 | | | 65 |
| Richardson Hall | | | | |
| Classroom & Support | 41,000 | | | |
| Media Center | 6,000 | | | |
| Retail (incl. food service) | 6,000 | | | |
| Middle Hall | | | | |
| Gymnasium | 6,000 | | | |
| Classrooms | 5,100 | | | |
| <i>Subtotal Renovated Existing Buildings</i> | 102,700 | 1,050 NC commuter students and 94 staff | | |
| Total | 329,700 | | 1,649 | 243 |

^a Assumes 1 employee per 276 sq. ft. office use, and 350 employees per 350 sq. ft. of retail/exhibit/conference use (San Francisco Planning Department, *Transportation Impact Analysis Guidelines for Environment Review*, October, 2002)

SOURCE: NC/GCC, 2006

The GCC facilities would include the following uses: commercial office for nonprofit organizations and socially responsible Green Enterprises, supportive tenant and community services including a business incubator and a multi-media production studio, event and meeting venues for conferences and lectures, exhibition space for educational installations, a Green action center, and a mix of Green retail goods and services. The GCC facilities could generate a total of approximately 415 employees on site based on standard generation factors by land use type in San Francisco.⁹ The GCC also estimates that approximately 2,826 persons per month/94 persons per day would visit to attend the various programs it would offer, such as movies/theater, lectures, conferences, exhibits, etc.¹⁰

Parking and Transportation

Most parking would likely be underground, with any surface parking devoted to service vehicles. The NC/GCC alternative plan would accommodate 243 total spaces, including 51 spaces for the Dental School, 12 spaces for City Car Share, 65 for a daycare facility, and 115 spaces to be shared by the NC/GCC. Student parking would be restricted to those with special needs, such as a disability that requires them to have a vehicle on site, a job that is not accessible by public transportation, or for medical reasons. It is estimated that approximately 5 - 10 percent of the student residents would be eligible for on-site parking. NC/GCC would promote transportation alternatives to reduce the use of parking by students, faculty, staff and other employees, and to encourage visitors to seek out alternatives as well. The GCC would have a low or zero emission shuttle providing round trip service to the Civic Center transit access points for BART and MUNI.

The NC/GCC proposes the use of landscaping to unify the site, enhanced pedestrian access within and into the site, and a variety of open spaces that would serve many uses. A pedestrian path through these open spaces would reestablish the former Waller Street right-of-way, from Buchanan Street to Laguna Street, shown as a dashed trail in Figure 25. A childcare facility would be located in Woods Hall Annex. Total parking spaces associated with this use would be 65 spaces.

Impacts

The New College of California/Global Citizen Center Concept Plan Alternative as previously proposed by NC/GCC would replace the current land uses on the project site, which include surface parking for UC faculty and staff, with a variety of land uses including a college campus, student housing, non-profit commercial uses, parking and open space uses, although at a reduced scale and density when compared with the proposed project. Unlike the proposed project, this alternative would not require a change in zoning from (P) Public, to RTO/NCT-3 or a Mixed-Use Special Use District to allow construction of this alternative on the site, as institutional and

⁹ Assumes 1 employee per 276 sq. ft. office use, and 350 employees per 350 retail/exhibit/conference use (San Francisco Planning Department, Transportation Impact Analysis Guidelines for Environment Review, October, 2002)

¹⁰ Pascal, David, *Global Citizen Center Site Use Details*, May 20, 2006.

educational uses are permitted under P-zoned sites with a conditional use permit. However, general office, retail, and other such commercial uses are not permitted in a P use district. Therefore, this alternative assumes that the non-institutional office, retail, exhibit, food-related, etc. components of the NC/GCC proposal would be considered by the Zoning Administrator to be integral parts of and accessory to the NC/GCC project. If the Zoning Administrator were to determine otherwise, this alternative would require rezoning of the site to permit the non-institutional uses, similar to the proposed project.

Since the change in zoning from P (Public) to RTO/NCT-3 or a Mixed-Use Special Use District under the proposed project is not considered a significant environmental impact, this alternative would not avoid any significant impacts to land use, plans, or policies. The proposed building heights under this alternative would be generally within the site's 80-B and 40-X Height and Bulk District. This alternative may require an adjustment to the proposed 40-foot height limit, as proposed new buildings A and B would be up to 45 feet in height, depending on their final design.

In terms of visual and aesthetic resources, the New College of California/Global Citizen Center Concept Plan Alternative would retain all existing buildings on the site and construct three new buildings between three and four stories in height, while providing more mid-block open space than the proposed project. This alternative would appear less visually intensive compared with the proposed project's seven new buildings between four and eight stories in height, and lesser amounts of mid-block open space. Views of and through the site would be less altered compared to the proposed project, given this alternative's reduced density and scale. Similar to the proposed project, this alternative would reintroduce the former Waller Street right-of-way as a publicly accessible pedestrian way through the site and provide publicly accessible open space. Given the project site's urbanized setting and general lack of significant on- or off-site views, this alternative would have no significant impacts with respect to visual and aesthetic resources. This alternative would not reduce any significant impacts to visual or aesthetic resources of the proposed project, as none were identified.

The New College of California/Global Citizen Center Concept Plan Alternative would generate approximately 618 PM peak hour vehicular trips.¹¹ This is three times the amount of traffic that would be generated by the proposed project (206), primarily given the relatively large amount of non-profit office and retail uses that would be included in this alternative (approximately 121,600 square feet) compared to the proposed project's 5,000 square feet of retail, as well as nearly twice the number of employees, students, faculty, and staff who would access the site on a daily basis (a maximum of 1,650 compared to the proposed project's 833 residents and 14 retail employees). The amount of PM peak hour vehicular trips may result in higher delays at local intersections compared to the proposed project, including those which are currently operating at a level of service of D, such as Market/Octavia, Market/Laguna/Hermann/Guerrero, and Market/Church/14th Streets. Although no significant project or cumulative scenario traffic impacts were identified under the proposed project, the New College of California/Global Citizen Center Concept Plan Alternative could have significant project and/or cumulative traffic impacts.

¹¹ Wilbur Smith Associates, *55 Laguna Street – DEIR Alternatives Analysis*, memo, July, 2006.

upon further review and analysis. Parking on the project site would be reduced from the existing 278 parking spaces to approximately 243 spaces, a difference of about 35 spaces. This alternative would provide approximately 109 fewer parking spaces than the proposed project (352). This reduction in the number of parking spaces, plus the increase in parking demand compared to the proposed project, may create a higher unmet weekday demand than the proposed (during both the midday and evening periods).

Air quality effects from vehicular emissions would be about three times greater under this alternative than under the proposed project given the greater amount of vehicular traffic, although this alternative would not result in significant air quality effects.

The New College of California/Global Citizen Center Concept Plan Alternative would reduce the project-level impacts to buildings that the Planning Department has determined to be historical resources to a less-than-significant level by retaining all buildings that are individually eligible for listing on the CRHR, including Richardson Hall in its entirety, Woods Hall and Woods Hall Annex, as well as the contributors to a potential campus historic district, including Middle Hall. Similar to the proposed project, this alternative would adaptively reuse and seismically retrofit the existing buildings on the project site. This alternative would, however, eliminate the retaining wall along Laguna Street between Waller Street and Haight Street, considered to be a contributor to the potential historic district, and replace it with a proposed building (Building A on Figure 27). While this district contributor would be eliminated, the overall internally-focused feeling of the potential campus historic district would be generally retained under this alternative. As the building designs have not been finalized under this alternative, it is also unknown whether they would be architecturally compatible with the historic resources on the project site. In general, however, this alternative would reduce the project impacts to the individually eligible buildings and the site as a potential campus historic district to a less-than-significant level.

While not required, Mitigation Measures HR-1 and -2 (HABS-Level Recordation and Public Interpretation) could still be implemented under this alternative to further reduce the potential impacts to historic resources of this alternative, as there would still remain some level of impact to the potential historic district through the introduction of adjacent new construction, as well as changes to the interiors of existing historic buildings. There may also be a desire by the general public to interpret the historic significance of the site as part of this alternative. These could be reiterated in the form of "Improvement Measures" if this alternative, or similar project, were ultimately constructed on the site.

With regard to population and housing, the New College of California/Global Citizen Center Concept Plan Alternative would generate approximately 90 new student residents on the project site, a reduction of about 714 inhabitants, or about 90 percent, compared with the proposed project. Overall population on the site, including those living on and commuting to and from the site would increase from zero under existing conditions to approximately 1,650, including the 90 student residents described above, approximately 1,050 commuter students, about 94 faculty and staff, and approximately 415 employees of the various commercial and retail uses on site. While not all students or staff would be on the site at all times, for conservative purposes, it is

estimated that that this alternative would accommodate a maximum occupancy of 1,650 persons on the project site. This would be about twice the population on-site as the proposed project, although nearly all site occupancy under this alternative would occur during the daytime. No significant impacts to population or housing are anticipated.

Potential impacts to landmark and significant trees would be similar to the proposed project, given the level of development that would occur on the project site, potentially removing “landmark” trees on the site, were any trees to be formally designated as such. Similar to the proposed project, this alternative would require a tree removal permit to remove any trees that were formally designated as “landmark” or which meet the criteria as “significant” trees. Also similar to the proposed project, this alternative would retain the so-called “Sacred Palm”. This alternative would not avoid any significant impacts to “landmark” trees, as no trees on the project site have been officially designated as such.

The New College of California/Global Citizen Center Concept Plan Alternative would not avoid the construction related impacts of the proposed project described in the Initial Study, although the level of construction activities under this alternative would be somewhat reduced compared to the proposed project. Construction related impacts likely to occur under this alternative would include the generation of construction-period air quality impacts, potential disturbance of nesting birds during construction, potential public and worker exposure to hazardous soils or building materials during building demolition and subsurface excavation, and accidental damage to potentially significant archaeological resources due to subsurface excavation. Similar to the proposed project, this alternative would require mitigation for these potentially significant impacts, including Mitigation Measure 1 – Construction Air Quality, Mitigation Measure 2 – Avian Survey, Mitigation Measure 3 – Hazards, and Mitigation Measure 3 – Archaeological Resources. As with the proposed project, implementation of these mitigation measures would reduce construction effects to a less-than-significant level.

Compliance with UC Regent's and Project Sponsor's Objectives

The New College of California/Global Citizen Center Concept Plan Alternative could comply with all or nearly all of the Regent's objectives. These include UC objective #1: “convey the property to a development team qualified to develop the property in a financially feasible manner that contributes to the quality of life of the surrounding neighborhood and the City of San Francisco,” UC objective #2: “retain the existing UCSF Dental Clinic,” and UC objective #3: “fulfill fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission.”

As the New College of California/Global Citizen Center Concept Plan Alternative would be developed by NC/GCC or similar non-profit educational or institutional organization, and not by the project sponsor, it is unlikely that this alternative would fulfill the project sponsor's objectives.

D. Environmentally Superior Alternative

The preservation alternative has been identified as the environmentally superior alternative. The only significant environmental impact identified for the proposed project is on historic resources. There are no other project-related significant environmental impacts that would not be mitigated. The analysis of the preservation alternative indicated that this alternative would avoid any significant impacts on historic resources, including the potential historic district. The analysis of the no project alternative indicated that not building the proposed project would avoid the impacts associated with demolitions of identified notable resources as well as on the potential historic district because no new construction would occur. The analysis of the no project alternative did acknowledge, however, that deterioration of these resources could occur due to lack of adequate maintenance and noted that one portion of a resource has already been damaged due to reduced maintenance associated with disuse of the buildings identified as important historic resources. In these circumstances, the preservation alternative would be most protective of the historic resources that would be adversely affected by the proposed project. While the preservation alternative is the environmentally superior alternative because it is most likely to reduce impacts to historic resources over time and impacts to historic resources are the only identified significant impact, the no project alternative also would reduce impacts to historic resources and would reduce impacts in other areas as well.

CHAPTER VII

Draft EIR Distribution List

Notices of availability of the Draft EIR were mailed or delivered to over 1,600 recipients. The recipients included interested persons, groups, and organizations, and project area property owners and tenants. Due to the unusually large size of the distribution list for this project, the list is not included in the EIR. The distribution list, however, is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, Suite 500, as part of Case File No. 2002.1129E.

The list of those who received a copy of the Draft EIR is provided on the following pages. These recipients included applicable state and regional agencies, City and County of San Francisco boards and commissions, as well as interested parties or individuals who requested a copy of the Draft EIR.

| | | |
|--|--|---|
| Mary Miles 364 Page Street Apt #36 San Francisco, CA 94102 | Martin Hamilton New College of California 777 Valencia Street San Francisco, CA 94110 | Cynthia Servetnick, AICP 845 Sutter Street, No. 512 San Francisco, CA 94109 |
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| Alice Suet Yee Barkley Luce Forward, Attorneys at Law 121 Spear Street Suite 200 San Francisco, CA 94105 | Amy Lee, Acting Director Department of Building Inspection 1660 Mission Street San Francisco, CA 94103 | Barbara Moy San Francisco Department of Public Works Bureau of Street Use and Mapping 875 Stevenson Street, Room 465 San Francisco, CA 94103 |
| Bond M. Yee San Francisco Department of Parking & Traffic Traffic Engineering Division 25 Van Ness Avenue San Francisco, CA 94102 | Capt. Albert Pardini Police Department Planning Division Hall of Justice 850 Bryant Street, Room 500 San Francisco, CA 94103 | Gabriel Metcalf Executive Director SPUR 312 Sutter Street San Francisco, CA 94108 |
| Jason Henderson Department of Geography San Francisco State Univ. 1600 Holloway Ave.--HSS 279 San Francisco, CA 94132 | John Deakin, Director Bureau of Energy Conservation Hetch Hetchy Water & Power 1155 Market Street, 4th Floor San Francisco, CA 94103 | Leigh Jordan, Coordinator Northwest Information Center Sonoma State University 1303 Maurice Avenue Rohnert Park, CA 94928 |
| Mario S. Ballard, Captain Bureau of Fire Prevention & Investigation 1660 Mission Street, 2nd Floor San Francisco, CA 94103 | Milford Wayne Donaldson, FAIA, SHPO Office of Historic Preservation California Department of Parks and Recreation P.O. Box 942896 Sacramento, CA 94296-0001 | Paul D. Jones, Asst. Deputy Chief San Francisco Fire Department Division of Support Services 698 Second Street, Room 305 San Francisco, CA 94107-2015 |
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| Sue O'Leary--CEQA Permitting & Inspection Branch MS#15 Calif. Integr. Waste Mgmt. Board P.O. Box 4025 Sacramento, CA 95812-4025 | Svetlana Karasyova Park Planner San Francisco Recreation and Park Department 501 Stanyan Street San Francisco, CA 94117-1898 | Tim Sable, IGR CEQA Branch California Department of Transportation Office of Transportation Planning - B P.O. Box 23660 Oakland, CA 94623-0660 |
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 Development
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Linda Avery
 Commission Secretary
 San Francisco Planning Commission
 1660 Mission Street
 San Francisco, CA 94103

California Department of Fish and Game
 Central Coast Region
 Habitat Conservation
 P.O. Box 47
 Yountville, CA 94599

U.S. Fish and Wildlife Service
 2800 Cottage Way, Room W-2605
 Sacramento, CA 95825-1846

Craig Goldblatt
 Metropolitan Transportation Commission
 101 8th Street
 Oakland, CA 94607

Janice Shambray
 City and County of San Francisco Planning
 Dept.
 1660 Mission Street, 5th Floor
 San Francisco, CA 94103-2414

Stanford University Libraries
 Jonsson Library of Government Documents
 State & Local Documents Division
 Stanford, CA 94305

Institute of Government Studies
 109 Moses Hall
 University of California
 Berkeley, CA 94720

Government Publications Department
 San Francisco State University Library
 1630 Holloway Avenue
 San Francisco, CA 94132

Sonya Banks
 Landmarks Preservation Advisory Board
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Government Information Services
 San Francisco Main Library Civic Center
 100 Larkin Street
 San Francisco, CA 94102

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Ruthy Bennett
 AF Evans, Inc.
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CHAPTER VIII

EIR Authors and Consultants

EIR Authors

Planning Department, City and County of San Francisco
Major Environmental Analysis
1660 Mission Street, Suite 500
San Francisco, California 94103

Environmental Review Officer: Paul Maltzer
EIR Coordinator: Rana Ahmadi
EIR Supervisor: William Wycko

EIR Consultants

ESA
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Project Director: Karl F. Heisler
Project Manager: W. Brad Brewster

Wilbur Smith Associates (Transportation and Parking Analysis)
201 Mission Street, Suite 1450
San Francisco, California 94105
Project Director: Bill Hurrell

Page & Turnbull, Architects (Historic Resources Evaluation Report)
724 Pine Street
San Francisco, California 94108
Project Manager: Rich Sucre

Project Sponsors

A.F. Evans, Inc.
Regents of the University of California
openhouse

APPENDICES

Appendix A

Initial Study



PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

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(415) 558-6378

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COMMISSION CALENDAR
INFO: 558-6422
INTERNET WEB SITE
WWW.SFGOV.ORG/PLANNING

May 6, 2006

To Responsible Agencies, Trustee Agencies, and Interested Parties:

RE: NOTICE OF AVAILABILITY OF THE INITIAL STUDY FOR THE LAGUNA HILL RESIDENTIAL PROJECT - PLANNING DEPARTMENT CASE NO. 2004.0773E

This notice is to inform you of the availability of the Initial Study for the Laguna Hill Residential Project, described below. The Planning Department previously determined that this project could have a significant effect on the environment, and required that an Environmental Impact Report (EIR) be prepared. An Initial Study has now been prepared to provide more detailed information regarding the impacts of the proposed project and to identify the environmental issues to be considered in the Draft EIR. The Initial Study is either attached or is available upon request from **Bill Wycko**, whom you may reach at **(415) 558-5972** or at the above address. The report may also be viewed on-line at www.sfgov.org/site/planning, starting the week of May 8, 2005. Referenced materials are available for review by appointment at the Planning Department's office at 30 Van Ness Avenue, Suite 4150. (Call 558-5990 to schedule an appointment.)

Project Description: The project site is located in the Hayes Valley neighborhood of San Francisco on the two city blocks bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west. The proposed project would include new construction as well as renovation of most of the vacant buildings on the former University of California Berkeley Extension Campus to provide residential, community facility, and retail space. The project site currently contains four buildings that were formerly occupied by educational uses, including Woods Hall, Woods Hall Annex, Richardson Hall and Middle Hall. The project site also contains an approximately 18,000-square-foot dental clinic. The project would involve renovation of Woods Hall, Woods Hall Annex, and most of Richardson Hall to be used for residential and community facility space. Middle Hall would be demolished as would the Richardson Hall Administration wing, a small single-story portion of Richardson Hall located at the north end of the building. New construction would include the development of eight new residential buildings that would fill in the center of the site where two parking lots are currently located. One of these buildings would be built by an organization called openhouse, specifically for lesbian, gay, bisexual and transgender seniors (hereinafter referred to as the openhouse building). The dental clinic would remain unaltered and would continue in its current use. The proposed project would accommodate up to 450 residential units including approximately 85 units in the openhouse building, approximately 10,000 sq. ft. of community facility space, and up to 5,000 occupied sq. ft. of retail space. The new buildings would range between three and eight stories in height. The tallest building, at a maximum height of 85 feet, would be the openhouse building, which would be located on a lower elevation on the site, at the corner of Laguna and Waller Streets. The project would provide a variety of open spaces, including patios, decks and porches, courtyards, pedestrian mews, and a privately owned, publicly accessible park, which would be located along the Waller Street alignment. Parking would be provided on two below-grade levels, along with some above-ground parking; the project would provide a total of approximately 285 on-site parking spaces, including 51 spaces for the dental clinic and up to 10 spaces for City Car Share. The project site is located in a P (Public) Use District and in 80-B and 40-X Height and Bulk Districts. The project would require a change in the use district from P to RTO (Residential-Transit Oriented) and/or NCT (Neighborhood Commercial, Transit Oriented), a height limit reclassification, and an associated General Plan Amendment.

A Notice of Preparation of an EIR and Public Scoping Meeting was issued on June 15, 2005, and a public scoping meeting was held on June 29, 2005. Based on the comments received, the Planning Department has determined that preparation of an Initial Study would be appropriate to "focus" the scope of the EIR. Preparation of an Initial Study or EIR does not indicate a decision by the City to approve or to disapprove the project. Further comments concerning the scope of the EIR are welcomed, based on the content of the Initial Study. In order for your concerns to be considered fully, we would appreciate receiving them by **June 5, 2006**. Please send written comments to Paul Maltzer, San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA 94103. If you work for an agency that is a Responsible or a Trustee Agency, we need to know the views of your agency as to the scope and content of the environmental information that is relevant to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. We will also need the name of the contact person for your agency. If you have questions concerning environmental review of the proposed project, please contact **Bill Wycko** at **(415) 558-5972**.

**NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT
IS DETERMINED TO BE REQUIRED**

| | |
|----------------------------------|--|
| Date of this Notice: | May 6, 2006 |
| Lead Agency: | San Francisco Planning Department 1660 Mission Street, 5th Floor, San Francisco, CA 94103 |
| Agency Contact Person: | Bill Wycko Telephone: (415) 558-5972 |
| Project Title: | 2004.0773E: Laguna Hill Residential Project |
| Project Sponsors: | The Regents of the University of California, A.F. Evans Development, Inc., openhouse, and Mercy Housing California |
| Contact Person: | Ruthy Bennett, A.F. Evans Development, Inc. Telephone: (510) 267-4679 |
| Project Address: | 55 Laguna Street |
| Assessor's Block and Lot: | Block 857, Lots 1 and 1a; Block 870, Lots 1, 2, and 3 |
| City and County: | San Francisco |

Project Description (Block 857, Lots 1 and 1a; and Block 870, Lots 1, 2, and 3): The project site is located in the Hayes Valley neighborhood of San Francisco on the two city blocks bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west. The proposed project would include new construction as well as renovation of most of the vacant buildings on the former University of California Berkeley Extension Campus to provide residential, community facility, and retail space. The project site currently contains four buildings that were formerly occupied by educational uses, including Woods Hall, Woods Hall Annex, Richardson Hall and Middle Hall. The project site also contains an approximately 18,000-square-foot dental clinic. The project would involve renovation of Woods Hall, Woods Hall Annex, and most of Richardson Hall to be used for residential and community facility space. Middle Hall would be demolished as would the Richardson Hall Administration wing, a small single-story portion of Richardson Hall located at the north end of the building. New construction would include the development of eight new residential buildings that would fill in the center of the site where two parking lots are currently located. One of these buildings would be built by an organization called openhouse, specifically for lesbian, gay, bisexual and transgender seniors (hereinafter referred to as the openhouse building). The dental clinic would remain unaltered and would continue in its current use. The proposed project would accommodate up to 450 residential units including approximately 85 units in the openhouse building, approximately 10,000 sq. ft. of community facility space, and up to 5,000 occupied sq. ft. of retail space. The new buildings would range between three and eight-stories in height. The tallest building, at a maximum height of 85 feet, would be the openhouse building which would be located on a lower elevation on the site at the corner of Laguna and Waller Streets. The project would provide a variety of open spaces, including patios, decks and porches, courtyards, pedestrian mews, and a privately owned, publicly accessible park, which would be located along the Waller Street alignment. Parking would be provided on two below-grade levels, along with some above-ground parking, the project would provide a total of approximately 285 on-site parking spaces, including 51 spaces for the dental clinic and up to 10 spaces for City Car Share. The project site is located in a P (Public) Use District and in 80-B and 40-X Height and Bulk Districts. The project would require a change in the use district from P to RTO (Residential-Transit Oriented) and/or NCT (Neighborhood Commercial, Transit Oriented), a height limit reclassification, and an associated General Plan Amendment.

Building Permit Application Number, if Applicable:

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT. AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Initial Study for the project, which is attached.

PAULE MALTZER, Environmental Review Officer

**INITIAL STUDY
2004.0773E – LAGUNA HILL PROJECT**

I. PROJECT DESCRIPTION AND SETTING

PROJECT LOCATION AND SETTING

The land owners are the Regents of the University of California, who propose to ground lease the project site to the project sponsors, A.F. Evans Development, Inc., openhouse, and Mercy Housing California. The sponsors propose to construct a mixed-use development at 55 Laguna Street in the Hayes Valley neighborhood of San Francisco at the former University of California-Berkeley Extension Campus. The 5.8-acre project site is located north of Market Street on two city blocks (Block 857, Lots 1 and 1a; and Block 870, Lots 1, 2, and 3) bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west (see Figure 1). The project site is within the P (Public) Zoning District, and the 80-B and 40-X Height and Bulk Districts.

The site contains five existing buildings totaling 119,910 square feet (sq. ft.), four of which were previously used by the University of California-Berkeley as an extension campus and by the French-American International School (FAIS) and ceased operation in 2003. These unoccupied buildings include Woods Hall, Woods Hall Annex, Richardson Hall, and Middle Hall. The fifth building, located on the southwestern corner of the project block at the intersection of Hermann and Buchanan Streets, is a two story dental clinic approximately 18,000 sq. ft. in size that is currently occupied by the University of California San Francisco (UCSF) Dental School.

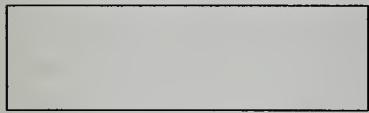
The project site slopes steeply downward from northwest to southeast and is divided into two terraces. The majority of the existing buildings occupy the periphery of the site on the upper and lower terraces, with surface parking generally in the center of the site (see Figure 2). All of the former UC Extension buildings on the site were constructed between 1924 and 1935 as the campus of the San Francisco State Teachers College, which conveyed the property to the University of California when it relocated to its current campus on 19th Avenue in the 1960s. The buildings generally exhibit the Spanish Colonial Revival style of architecture with red tile roofs and stucco siding. Woods Hall, constructed in 1926, is a two-story L-shaped building located at the northwestern corner on the upper terrace of the site along Buchanan and Haight Streets. Attached to Woods Hall is Woods Hall Annex, a two-story building constructed in 1935, located along Haight Street and positioned on the lower terrace. Richardson Hall, constructed between 1924 and 1930, is a one and two-story, L-shaped building located on the lower terrace of the site at the corner of Hermann and Laguna Streets. Within Richardson Hall on its Laguna Street elevation is a two-story auditorium and an attached single-story administration building. Middle Hall, originally built as a gymnasium in 1924 with classroom and office space added later, is a one-and-a-half- to two-and-a-half-story building located behind (east of) the west wing of Woods Hall. The Dental Clinic, a two-story building, was constructed in the 1970s, and is currently occupied by the UCSF Dental School.



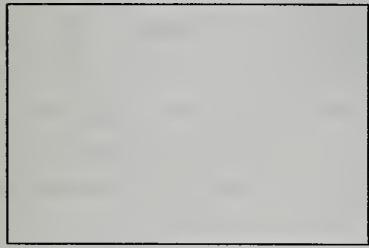
0 500
Feet



HAIGHT STREET

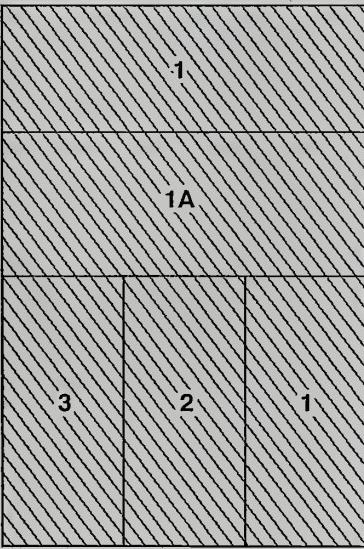


WALLER STREET



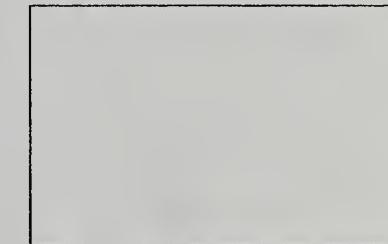
HERMANN STREET

AB 857



BUCHANAN STREET

AB 870



LAGUNA STREET



0 200
Feet

Project Site
Assessor's Block 857: Lots 1 and 1A
Assessor's Block 870: Lots 1, 2, and 3

Figure 1 Project Location

SOURCE: ESA

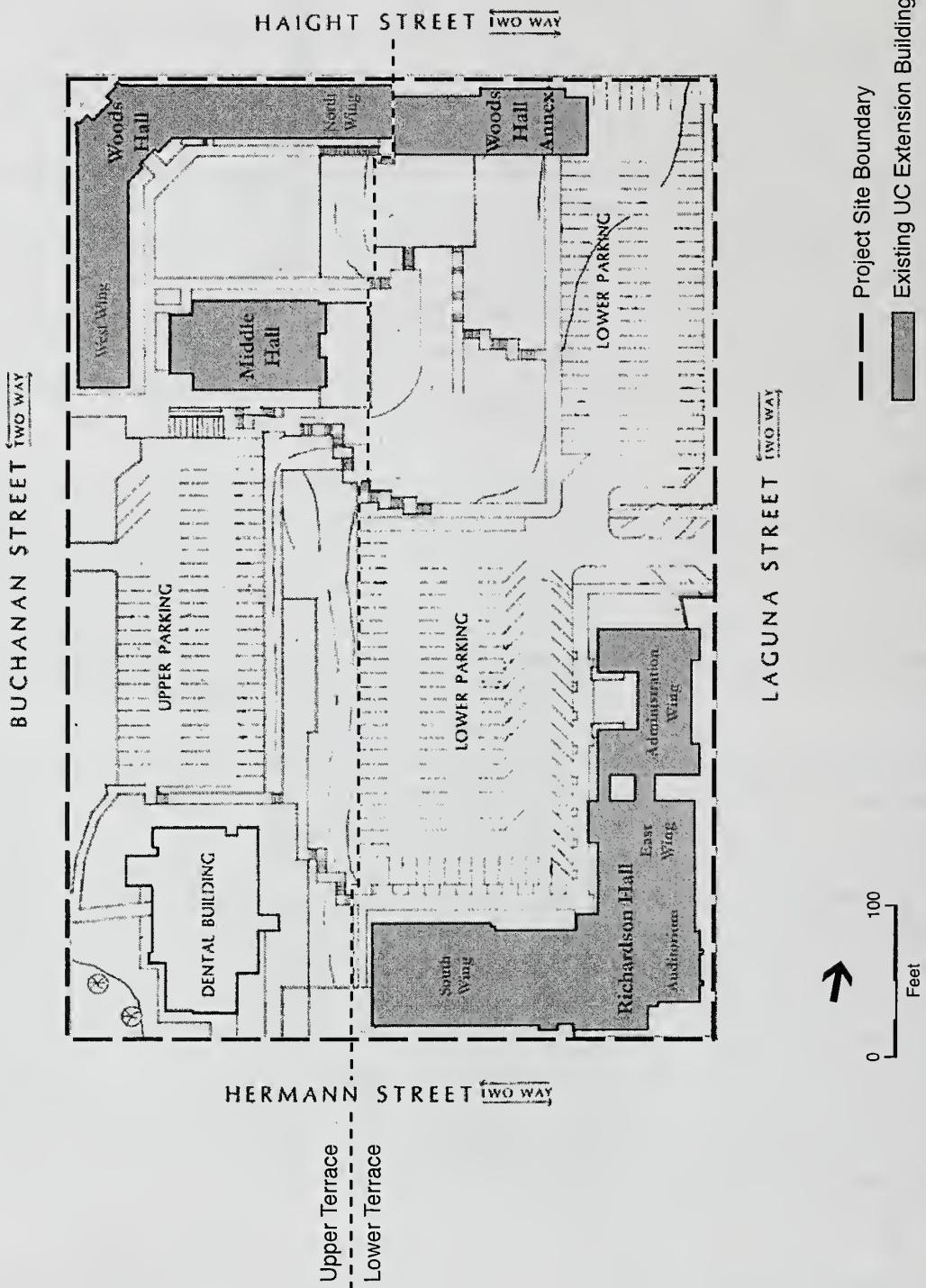


Figure 2 Existing Site Plan

The remainder of the site is occupied by 278 off-street parking spaces contained in three lots. One parking lot is located on the upper terrace between the dental clinic and Woods and Middle Halls, accessed from Buchanan Street. This lot has about 50 spaces, which are currently used primarily by the dental clinic. The remaining 228 parking spaces are contained within two lots on the lower terrace accessed from Laguna Street; one lot is behind Richardson Hall and the other is located in the northeastern section of the project site at the corner of Haight and Laguna Streets.

The project site is surrounded primarily by residential and institutional land uses. Multi-family residential buildings ranging from two to seven stories in height and single-family row houses ranging from two to three stories in height are the predominant uses on the streets immediately surrounding the project site. Institutional uses in the immediate vicinity include the Walden House Adolescent Facility, located along Haight Street across from Woods Hall Annex, the University of California San Francisco AIDS Health Project building, located to the east of the project site on Laguna Street across from Richardson Hall, and the U.S. Mint, which sits atop a rocky promontory at the intersection of Buchanan and Hermann Streets to the northwest of the project site. Commercial uses in the project vicinity primarily occur along Market Street, about half a block from the southeastern corner of the project site.

PROJECT COMPONENTS

PROPOSED DEVELOPMENT

The proposed project would include approximately 430,800 square feet (sq. ft.) of residential space, up to 5,000 occupied sq. ft. of retail space, approximately 10,000 sq. ft. of community facility space, and approximately 106,300 sq. ft. of parking in eight new buildings on the project site (see Table 1 and Figure 3). Two of the existing buildings and most of a third, including Woods Hall, Woods Hall Annex, and approximately three-fourths of Richardson Hall, would be rehabilitated to house the new residential and community uses. All of Middle Hall and one-fourth of Richardson Hall would be demolished to accommodate the project. The portion of Richardson Hall that would be demolished is the single-story administration wing facing Laguna Street. A total of up to 450 residential units would be constructed in the eight new buildings and the renovated Woods Hall, Woods Hall Annex, and Richardson Hall. This would include 85 units of senior housing in the openhouse component (approximately 66 studios and one bedroom units, and 19 two-bedroom units), and 365 units on the remainder of the project site (approximately 304 studio and one bedroom units and 61 two and three bedroom units) for a total of 450 residential units. All of the residential units would be for rent, with 20 percent of the units anticipated to be reserved for low income households earning no more than sixty percent (60%) of area median income. The percentage of units for low income households is proposed by the project sponsor, and would be greater than the 12 percent required by Planning Code Section 315, *et. seq.*

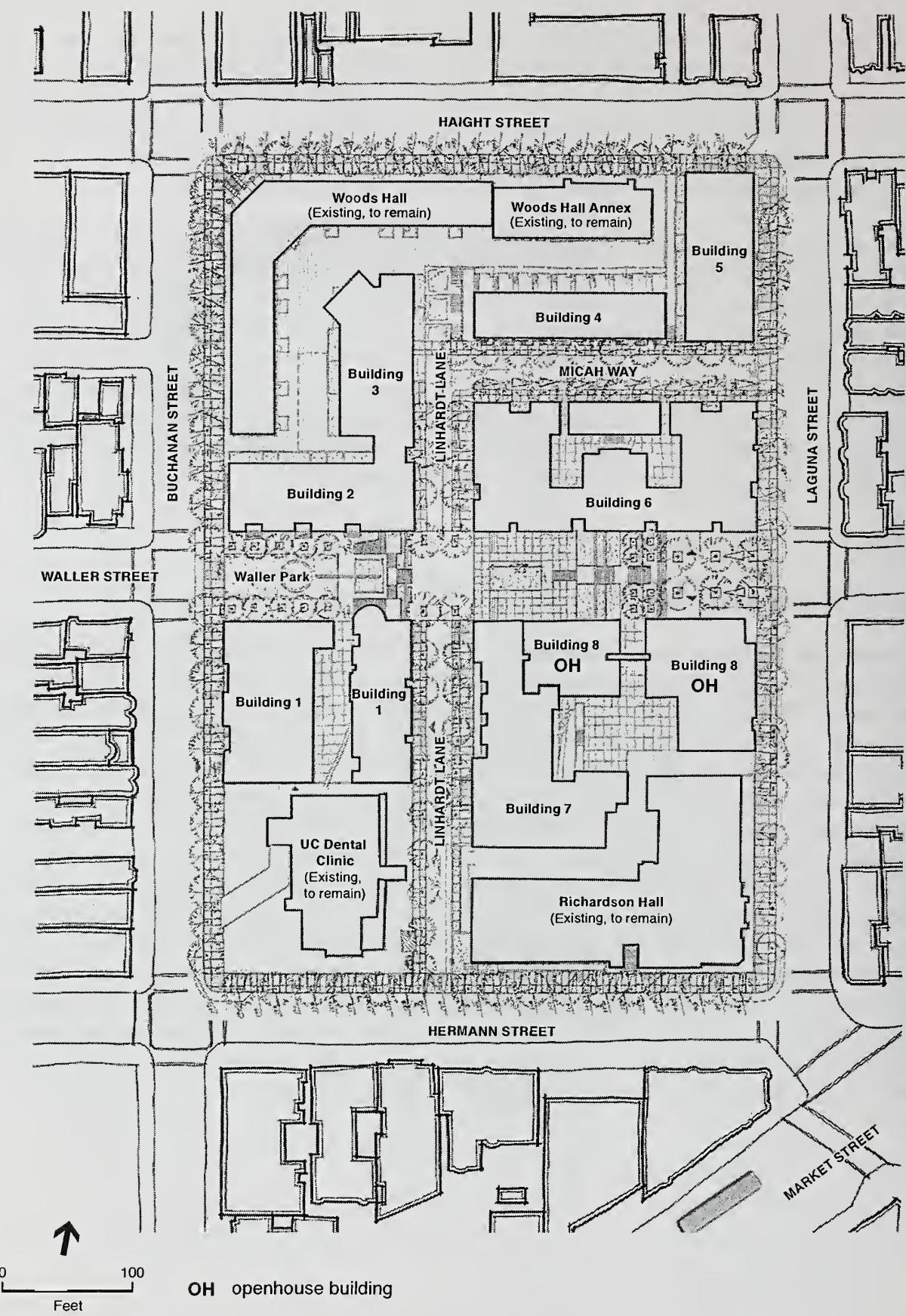


Figure 3 Proposed Site Plan

SOURCE: Van Meter Williams Pollack, LLP, 2005

TABLE 1.
PROJECT COMPONENTS BY USE AND SIZE

| Use | Approximate Size (sq. ft.) |
|--------------------|----------------------------|
| Residential | 430,800 |
| Community Facility | 10,000 |
| Retail | 5,000 |
| Parking | 106,300 |
| Total | 552,100 |

SOURCE: Van Meter Williams Pollack (VMWP), LLP., 2006

Ground-floor retail (possibly including a café with outdoor seating) would be located at the corner of Laguna and Hermann Streets in the renovated Richardson Hall. The new buildings would be designed to complement the architectural character of the existing buildings and the surrounding neighborhood. The proposed new buildings would be between three to eight stories in height. New buildings along Buchanan Street would be four stories while new buildings along Laguna Street would be between four and eight stories. New buildings on the interior of the site would be between three and eight stories in height. The tallest building, at eight stories or a maximum of 85 feet in height, would be located at the intersection of Laguna and Waller Streets and extend into the middle of the site, serving the openhouse LGBT senior population. According to the project sponsor, this variation of building heights is intended to relate to the size and scale of other buildings in the Hayes Valley neighborhood and to take into consideration the existing topography. Some of the new buildings would also feature individual stoops and bay windows along the street frontages and internal walkways to promote an active pedestrian environment.

The project would also include new landscaping as well as several types of open space. Private and semi-public open spaces would be provided through patios, decks and porches at individual units and courtyards within the U-shaped entrances of the proposed buildings. The project site would also offer a privately owned though publicly accessible open space extending from the upper terrace at the intersection of Waller and Buchanan Streets through the site to the corner of Waller and Laguna, effectively re-introducing Waller Street through the site as publicly accessible open space (referred to as Waller Park henceforth). Other privately owned though publicly accessible open spaces would be behind Woods Hall, as well as a widened sidewalk area for retail frontage at the corner of Laguna and Hermann Streets. Upper Waller Park would include a large lawn area, a storm water runoff basin and fountain, benches, and trees and would take advantage of the steep slope of the project site by providing a scenic overlook with views of the Bay and downtown San Francisco. Lower Waller Park would include hard and soft scape areas with trees, benches, grassy areas and potentially built-in seating on the slope, overlooking the end of Waller park. Street trees would be planted along all four exterior streets as well as along all internal streets. The project would include landscaping throughout in the form of trees and shrubs.

Rehabilitation of Woods Hall, Woods Hall Annex, and most of Richardson Hall would be primarily restricted to the interior of these buildings, without substantial alterations to their exterior facades or rooflines, with the possible exception of new entrances from the interior courtyards and new windows in Woods Hall and/or Woods Hall Annex on the façade facing Haight Street. The portion of Richardson

Hall that is located along Laguna Street, containing the existing auditorium space, and a retaining wall along Laguna Street would be renovated to accommodate the proposed program including public use of the auditorium and ground floor retail space at the corner of Laguna and Hermann Streets. The retail spaces would be accessible through new openings in the retaining wall. The sidewalk at the intersection of Laguna and Hermann Streets would also be widened in this location.

The portion of Richardson Hall to be demolished would be the single-story administration wing which sits atop the retaining wall facing Laguna Street near Waller Street. The proposed new openhouse building would be constructed in the general location of the administration wing, and would be separated from the remaining portions of Richardson Hall by a staircase and breezeway. In addition, Middle Hall would be demolished to accommodate the proposed program. The approximately 18,000-square-foot UCSF Dental Clinic would remain unaltered in its current location at the corner of Hermann and Buchanan Streets and would continue to operate as a dental clinic. Parking spaces for the clinic (now in a surface lot) would be relocated to below-grade parking.

The project would require a change in the zoning district from P (Public) to either RTO (Residential-Transit Oriented) and/or NCT (Neighborhood Commercial, Transit Oriented), new zoning classifications proposed for the vicinity of the project in the draft Market-Octavia Neighborhood Plan. Height and bulk designations would also be required to be changed from 40-X and 80-B to 50-X and 85-C. The proposed project would also require an amendment to the *San Francisco General Plan* to allow the change from a public/institutional use designation to a residential mixed-use designation. In addition, the project site is within the boundaries of the draft Market and Octavia Better Neighborhoods Plan; however, because the project site was still operating as an educational facility at the time the draft Market and Octavia Plan was published (December 2002), the Market and Octavia Plan did not consider its reuse and maintained its P (Public) district designation. In order to make the rezoning of the site consistent with the Market and Octavia Neighborhood Plan, the City created a “Policy Guide to Considering the Reuse of the University of California Berkeley Extension Laguna Street Campus (“Policy Guide”),”¹, which extends the principles and policies of the Neighborhood Plan to the project site. The Policy Guide designates most of the site for Residential Transit-Oriented (RTO) and Transit-Oriented Neighborhood Commercial (NCT), with a small portion of the site for P (Public). The Market and Octavia Neighborhood Plan has not been finalized or adopted, although the Plan is going through environmental review and it is expected to be adopted in 2006.

Parking

The project would provide approximately 285 on-site parking spaces. A total of approximately 106,300 sq. ft. would be devoted to off-street parking in four below-grade parking garages (with one to two levels). The four parking garages would include approximately 266 off-street parking spaces including 10 spaces for City Car Share and 11 handicapped accessible spaces. In addition, Approximately 19 on-street parallel parking spaces would be provided along the interior streets of the project site, 15 of which would be for the use of the dental clinic during the day and for the residents at night; the remaining 4 for residents only at all times. A total of 51 spaces would be dedicated for the exclusive use of the dental clinic (15 on-street spaces and 36 off-street spaces in a separate underground garage next to the dental

¹ San Francisco Planning Department, December 2004.

clinic). The residential parking spaces would include car storage opportunities for residents who own cars but would only use them occasionally, through the use of tandem spaces mentioned above, and possibly mechanical car lifts. Parking fees would be charged to residents who choose to store their car on site, but would not be charged to those who do not have a car, nor would the parking fees be included in the residents' base rental payments. Secure on-site bike parking will be available throughout the site for use by residents and additional bicycle parking would be available for visitors.

Vehicular and Pedestrian Circulation

The primary vehicular entrance into the site would be along Laguna Street at Waller Street in the location of the current entrance to the former UC Extension Campus, where a new interior private drive court would be constructed at the former Waller Street right-of-way, just west of Laguna Street, to provide a vehicular access point to the large below-grade parking garage. Two secondary vehicular entrances would be along Hermann and Laguna Streets. Pedestrians would be able to walk through the length of the former Waller Street right-of-way to reach Buchanan Street via the proposed Waller Park improvements detailed above. To help facilitate circulation throughout the site for vehicles and pedestrians, the project proposes to add two new streets within the project site. "Micah Way" would provide for vehicle ingress and egress onto the site off Laguna Street at the approximate midpoint between Haight and Waller Streets. "Lindhart Lane," extending from the termination point of Micah Way on a north-south trajectory, would be a two-way interior private street that would allow vehicle ingress from and egress onto Hermann Street; vehicles exiting onto Hermann Street would be restricted to a right turn only, enforced through the use of signage. Micah Way and Lindhart Lane would provide direct access to three parking garages on the site as well as to at-grade parallel parking spaces along these new interior streets.

There would be approximately eight locations where pedestrians could access the site (about two entrances on each of the four peripheral streets), as well as individual unit entrances.

CONSTRUCTION SCHEDULE AND PHASING

Project construction would occur in three overlapping phases, spanning from early 2008 to early 2011, lasting approximately 36 months. The project site is expected to be fully occupied by 2013.

The proposed project would excavate to a depth of between 12 to 20 feet for the construction of the underground parking garage and would remove approximately 40,000 cubic yards of soil. The proposed buildings would be constructed on a concrete mat foundation that would not require pile driving but may require rock hammering. All construction materials, storage, and construction worker parking would be provided on-site.

APPROVALS

The proposed project is subject to review and approval by agencies with appropriate jurisdiction, including various City agencies and commissions, as well as the UC Regents. In order for the project to proceed, the following approvals would be required:

- San Francisco Planning Commission must certify the EIR.

- San Francisco Planning Commission must make a recommendation to the Board of Supervisors on the General Plan Amendment, proposed rezoning, and adjustments to the Height and Bulk District.
 - San Francisco Board of Supervisor approval of the General Plan Amendment, as well as zoning map and text amendments, to establish the proposed RTO/NCT zoning of the site.
 - San Francisco Department of Building Inspection approval of building permit applications for new or altered buildings.
 - San Francisco Planning Commission approval of a conditional use of the site as a Planned Unit Development (PUD).
 - San Francisco Department of Public Works approval of new curb cuts on Hermann and Laguna Streets to provide site access.
 - UC Regents approval of the ground lease to the project sponsors.
 - San Francisco Board of Supervisors approval of a tree removal permit (if various trees on the property would be removed, and were officially designated as “landmark” trees under pending amendments to the landmark and significant tree ordinance).
 - San Francisco Department of Public Works approval of a tree removal permit (if various trees on the property would be removed, and were officially designated as “significant trees” under recent amendments to the landmark and significant tree ordinance).
-

II. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

| | | <u>Not Discussed</u> | <u>Applicable</u> |
|---|--|--------------------------|-------------------|
| A. COMPATIBILITY WITH EXISTING ZONING AND PLANS | 1) Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable. | X | |
| | 2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable. | X | X |

The proposed project would be subject to review according to local plans and policies, as well as by other agencies with jurisdiction over the proposed project. This section discusses the zoning, plans and regulatory approvals that are relevant to review of the project.

The *San Francisco General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The compatibility of the project with *General Plan* policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project and any potential conflicts identified as part of that process would not alter the physical environmental effects of the proposed project. The relationship of the proposed project and the proposed rezoning to objectives and policies of the *General Plan* will be discussed in the EIR for informational purposes.

The San Francisco Planning Code (Planning Code), which incorporates by reference the City's Zoning Maps, governs permitted uses, densities and the configuration of buildings in San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed action conforms to the Planning Code, or an exception is granted pursuant to provisions of the Planning Code, or a reclassification of the site occurs. Approval of the proposed project would result in an intensification of development on the project site, the specific impacts of which are discussed below under the relevant topic heading.

The project site is located within a P (Public) zoning district, which does not allow for residential uses, and the project would require a rezoning to allow the proposed mix of residential and commercial uses. The project site is also located within 40-X and 80-B (southeastern corner of the site) Height and Bulk Districts (40- and 80-foot basic height limits, respectively; the "X" bulk limit indicates that there are no bulk requirements, while the "B" bulk district indicates that there are 110 and 125 maximum allowable length and diagonal plan dimensions, respectively, above 50 feet). The heights of the proposed buildings would range between three and five stories on the northern and western portions of the site, and up to eight stories on the southeastern portion of the site, and some adjustments to the current height limits may be requested.

The project site is also within the proposed Market & Octavia Neighborhood Area Plan, which proposes land use changes on certain parcels within the boundaries of the Neighborhood Plan in order to encourage the production of diverse and affordable housing, foster alternatives to automobile transportation, make streets safe and attractive, and to repair and enhance the neighborhood's urban fabric. The project site was still being actively used for educational purposes when the Draft Market & Octavia Neighborhood Plan was published for public review in December 2002. Therefore, the draft plan did not consider its reuse and maintained its public land use designation.

In response to the proposed leasing of the site by UC-Berkeley, the Planning Department issued the *Policy Guide to Considering Reuse of the University of California Berkeley Extension, Laguna Street Campus* (the Policy Guide) in December, 2004. The policies propose land uses and zoning designations for the site that would be consistent with the policies of the Market and Octavia Plan. The Policy Guide recommends that the site be rezoned for a combination of Transit-Oriented Neighborhood Commercial (NCT), Residential, Transit-Oriented Uses (RTO), and a small amount of Public (P). These designations would allow a mix of uses, including residential, community facility, and retail uses proposed as part of the project. The Policy Guide also recommends that the height and scale of new buildings relate to the existing character of the surrounding blocks, including small-scale development (one- to four-stories) be located along the Buchanan and Haight Street frontages, medium-scale development (four- to six-stories) be located along Laguna Street between Waller and Haight Streets and along the majority of the Hermann Street frontage, and large-scale development (seven or more stories) be located along Laguna Street between Waller and Hermann Streets. The proposed project would be generally consistent with the recommendations of the Policy Guide, and therefore, with the principles and policies of the Draft Market & Octavia Neighborhood Plan.

Environmental plans and policies, like the Bay Area 2000 Clean Air Plan, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve

specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Commission to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project that requires an Initial Study under the California Environmental Quality Review Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The case reports for the project approvals and project rezoning and/or subsequent motions of the Planning Commission and the Board of Supervisors will contain the analysis determining whether the proposed project is in conformance with the Priority Policies.

B. ENVIRONMENTAL EFFECTS

Except for the topics of land use, visual quality/aesthetics, population, transportation, air quality, and architectural resources, items on the Initial Study Checklist herein have been checked "No" indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect in those areas checked "No." For items where the conclusion is "To Be Determined," the analysis will be conducted in the EIR. Several checklist items have been checked "Discussed," indicating that the Initial Study text includes discussion of those particular issues. For all of the items checked "No" without discussion, the conclusions regarding potential significant adverse environmental effects are based upon field observation, staff experience on similar projects, and/or standard reference material available within the Planning Department, such as the Department's Transportation Guidelines for Environmental Review, or the California Natural Diversity Database and maps, published by the California Department of Fish and Game. For each checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

| 1) <u>Land Use</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|------------------|------------------|
| (a) Disrupt or divide the physical arrangement of an established community? | — | X | X |
| (b) Have any substantial impact upon the existing character of the vicinity? | | To Be Determined | |

The 5.8-acre project site contains five buildings totaling approximately 119,910 sf, four of which were most recently occupied by the French-American International School and the University of California-

Berkeley Laguna Extension campus. These buildings have been vacant since 2003. The fifth building is currently used as a dental clinic.

The project area is bordered on the north by the Western Addition neighborhood, consisting of mostly attached, low-rise, single- and multi-family residential units; on the west by the Duboce Triangle neighborhood, which is also predominantly residential; on the east by Hayes Valley, a mixed use neighborhood consisting of medium-density residential uses, many with ground-floor retail; and Market Street to the south, containing a mix of commercial and institutional uses in the area around the project site, including upper level residential uses.

Diagonally across the intersection of Buchanan and Haight Streets and northwest of the project are 195 units of mixed income housing in three-story, multi-family buildings that comprise the Hope VI Western Addition housing development. To the north along Haight Street are primarily three- to four-story residential uses; on the northeast corner of Buchanan and Haight Streets, is an approximately 80-foot-high apartment building. Adjacent to and south of the site are about four apartment buildings approximately 50 to 80 feet high that extend the full length of Hermann Street between Buchanan and Laguna Streets, as well as a single story institutional use, the AIDS Health Project. Mid-rise apartment buildings surround the project site and are located mostly near major intersections, such as those at Buchanan Street and Duboce Avenue and Market and Laguna Streets, and range in height from four to seven stories.

To the southwest of the site, and diagonally across the intersection of Hermann and Buchanan Streets from the project site, is the approximately 60-foot-tall United States Mint. This large, art deco style structure sits atop an exposed rockbase, its perimeter secured by cyclone fencing. At the bottom of the hill, half a block further to the site's southwest is the Safeway Shopping Center at Market and Church Streets. The Safeway store is surrounded by small-scaled retail shops along Church Street and Market Street and nearby residential buildings. The Safeway store is at the rear of the site, with a large surface parking lot facing Market Street; several small retail storefronts line its eastern side. Behind the Safeway, along Duboce Avenue, is a bikeway, the Market Street Historic Railway Museum and a recycling center.

North and East of the project site are a number of non-profit, community-oriented uses. The Walden House adolescent facility specializing in the treatment of behavioral, mental health, and substance abuse problems is located along Haight Street. Near the intersection of Market Street and Octavia Street, the historic Carmel Fallon Building connects to a modern addition forming the Lesbian, Gay, Bisexual, and Transgender Center (The LGBT Center). The 40,000-square-foot LGBT Center houses more than 17 non-profit organizations and provides community meeting space, computer labs, a reading room, cafe, and art exhibition space. Across the street from the Center on Waller is the First Baptist Church.

Five parks and open spaces are located within $\frac{1}{4}$ mile from the project site, including: Koshland Park, Duboce Park, Hayes Green, Rose Page Mini-Park, and Octavia Plaza. Koshland Park is a local park that occupies a quarter of the block on the corner of Buchanan and Page Streets, about a block north of the project site. The over 37,000-square-foot park includes a playground, communal garden space and seating areas. About three blocks west of the project site is Duboce Park, bounded by Duboce Avenue and Herman, Steiner and Scott Streets, a well trafficked park providing over 190,000 sq. ft. of open space containing a sloping grassy field and a recently renovated playground with a basketball court at its upper end. To the northeast of the proposed project site is Hayes Green, a recently-completed public park

located between Hayes and Fell Streets within the center of the Octavia Boulevard right-of-way. Hayes Green contains turf and hardscape areas with seating. Rose Page Mini-Park is between Rose and Page Streets and between Laguna and Octavia Streets, and is about the size of one residential lot. To the southeast of the project site is a small open space, Octavia Plaza, located near the terminus of the recently completed Central Freeway at Market Street.

Under the proposed project, the four educational buildings would be renovated or demolished into residential or community facility space and additional residential buildings would be constructed on the site along with some retail space and open space. The dental clinic would continue to operate in its current location. The conversion of the project site from institutional uses to multi-family residential, including housing for seniors, convenience retail, and community facility uses would be compatible with the multi- and single-family residential, convenience retail, community, institutional and mixed uses in the project area.

Land use impacts are considered significant if they disrupt or divide the physical arrangement of an established community, or if they have a substantial impact upon the existing character of the vicinity. The project would provide residential, community facility and retail space on the project site. The project's proposed mix of uses is similar to uses that currently exist within the immediate project area. These uses would build on the established neighborhood pattern by activating a site that is currently vacant, integrating it into the neighborhood with housing, community-oriented use and a widened sidewalk at the intersection of Laguna and Hermann Streets near the site's Market Street edge. Moreover, the proposed project would include privately-owned, though publicly-accessible open space, effectively extending the terminus of Waller Street into the site, which would provide pedestrian access through the site. Because the project would provide a continuation of similar uses to those surrounding the site with newly established pedestrian and vehicular linkages through it, the proposed project is not considered to disrupt or divide the physical arrangement of an established community. Based on the above analysis, project-related disruption or division of an established community would not be significant and requires no further analysis in the EIR. However, the proposed project and associated rezoning would introduce a larger development at the site and an increased residential density to the area, which has the potential to affect the existing character of the project area. Therefore, project effects on neighborhood character will be analyzed in the EIR.

| 2) <u>Visual Quality</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|-------------------------|
| (a) Have a substantial, demonstrable negative aesthetic effect? | | | <u>To Be Determined</u> |
| (b) Substantially degrade or obstruct any scenic view or vista now observed from public areas? | | | <u>To Be Determined</u> |
| (c) Generate obtrusive light or glare substantially impacting other properties? | | | <u>To Be Determined</u> |

As described above, the site is occupied by five buildings, which are generally no taller than three stories (25 to 45 feet) in height,² and surface parking. The proposed project would visually change the project site as it would consist of demolition or renovation of some of the existing structures and construction of new residential buildings that would range between three and eight stories in height.

The proposed development would introduce a higher density of development to the site with buildings that would differ visually from the existing structures in height, mass, and architectural style. To further analyze the potential for substantial negative aesthetic and view corridor effects, the EIR will discuss visual quality and urban design in terms of project-specific and cumulative visual quality effects, and provide visual simulations of the proposed development in the context of existing conditions. The EIR will discuss the project's potential impacts, if any, on scenic views available from public areas and consider pedestrian and mid-range views. Due to the dense urban setting, simulations from long-range views will not be included. The EIR will also discuss the potential effects of the proposed rezoning on the visual quality of the area.

The project is not expected to create unusual light or glare. However, because of the project's proximity to other residential uses, the EIR will consider glare in its analysis of visual quality.

| 3) <u>Population</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|-------------------------|
| (a) Induce substantial growth or concentration of population? | | | <u>To Be Determined</u> |
| (b) Displace a large number of people (involving either housing or employment)? | | <u>X</u> | <u>X</u> |
| (c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply? | <u>X</u> | | <u>X</u> |

The proposed project would include up to 450 residential units and would introduce approximately 833 new residents³ on a site that currently has no population. To analyze the proposed project's potential to induce substantial population growth or to concentrate population, the EIR will further quantify the project's anticipated population and its relationship to neighborhood density. The EIR will also discuss the affordability of the project's units as they affect the likely occupants and the proposed project's contribution to meet the City's housing demand.

The four existing UC-Extension buildings on the project site that are being considered for rehabilitation and demolition are currently not in use; therefore, the proposed project would not displace any employees or residents, nor would any displacement occur as part of the rezoning. The proposed project would add

² Richardson Hall, at the corner of Laguna and Hermann Streets, is about 45 feet tall due to the sloping topography of the site, its high basement wall along Laguna Street, and to the building's high-ceiling interior auditorium space.

³ Based on U.S. Census data of the average household size of 1.85 for Census Tract 168, in which the project site is located.

to the supply of housing in the city, helping to satisfy an existing demand for housing. No changes to the number of employees at the UC Dental Clinic are anticipated.

| 4) <u>Transportation/Circulation</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| (a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system? | | | To Be Determined |
| (b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards? | | | To Be Determined |
| (c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity? | | | To Be Determined |
| (d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities? | | | To Be Determined |

The proposed residential, neighborhood commercial and community-serving uses of the project would place increased demands on the local transportation system, including increased vehicular, transit, and parking demand. The EIR will discuss project effects related to transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian circulation, parking, bicycles, and freight loading impacts, as well as construction traffic impacts. The EIR will also consider the impacts on transportation and circulation of the proposed rezoning.

| 5) <u>Noise</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| (a) Increase substantially the ambient noise levels for adjoining areas? | | X | X |
| (b) Violate Title 24 Noise Insulation Standards, if applicable? | | X | X |
| (c) Be substantially impacted by existing noise levels? | | X | X |

Outdoor noise in the vicinity of the proposed project area includes numerous potential sources of noise. The most important existing source of noise throughout most of San Francisco is traffic. This would be true in the project area because of the proximity of Market Street, a major city artery with a high volume of traffic from both automobiles and transit. The nearest sensitive receptors to the project site would be the residential and institutional uses located on all sides of the project site, including the Walden House Adolescent Facility, a not-for-profit substance abuse treatment facility, located across Haight Street from the project site.

Construction Noise

Demolition, excavation, and building construction would temporarily increase noise in the site vicinity during the construction period. Construction activities from the project potentially could include hard rock hammering, excavation and hauling, foundation construction, wood-frame erection, and finishing. Project construction would occur in three overlapping phases beginning in early 2008 and ending in early 2011, including demolition and grading, lasting for approximately 36 months. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. Impacts would be temporary and intermittent, and would be limited to the period during which the foundations and exterior structural and façade elements would be built. Interior construction noise would be substantially reduced by the exterior walls. The proposed new buildings and parking garages would be constructed on a concrete mat foundation that would not require pile driving. Seismic related construction would occur within all the existing buildings proposed for renovation.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 pm and 7:00 am, if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. The project demolition and construction operations would comply with the Noise Ordinance requirements. Compliance with the Noise Ordinance is required by law and would reduce any impacts to a less-than-significant level.

Construction of other nearby projects that might coincide with construction of the proposed development could temporarily increase the overall noise levels in the immediate vicinity of construction activities, as the noise intensity would be greater with a larger number of noise sources. Noise from construction of other nearby projects would remain temporary and intermittent.

Based on the above analysis, construction noise would not be significant and requires no further analysis in the EIR.

Traffic Noise

Ambient noise levels in the vicinity of the project are typical of noise levels in urban San Francisco. The ambient noise is dominated by vehicular traffic, including trucks, cars, buses, Muni historic streetcars, and emergency vehicles. Generally, traffic must double on adjacent streets in order to produce a noticeable increase in noise levels. Although traffic volumes would increase in the immediate project vicinity, it is not anticipated that these volumes would double on any nearby streets as a result of the proposed project; therefore, substantial increases in traffic noise levels would not be anticipated in the project area. Traffic noise will not be analyzed further in the EIR.

Building Equipment Noise

The proposed project would include mechanical equipment, such as air conditioning units, which could produce operational noise. These operations would be subject to San Francisco Noise Ordinance, Article 29, Section 2909, which limits noise from building operations. Substantial increases in the ambient noise levels due to building equipment noise would not be anticipated. At the project location, operational noise would not be expected to be noticeable, given background noise levels in this area. No further analysis is necessary and the EIR will not discuss equipment noise further.

Interior Noise and Existing Noise Levels

Residential, neighborhood commercial, and community-serving uses would be included in the proposed development. Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential projects. The Department of Building Inspection (DBI) would review the final building plans to insure that the building wall and floor/ceiling assemblies meet state standards regarding sound transmission.

The existing background noise levels in the project area are typical of noise levels in urban San Francisco. The existing noise would be occasionally noticeable within the proposed buildings and would be noticeable in the proposed project's exterior open space (including the publicly accessible Waller Park as well as interior courtyards). Because the proposed development would comply with the Title 24 noise insulation requirements, the existing noise environment would not significantly affect occupant use. Based on this information, the effect of existing noise levels on the proposed development will not require further analysis in the EIR.

In summary, noise impacts, including construction, traffic, operational, and interior noise, would not have a significant impact and require no further analysis in the EIR. Furthermore, the proposed rezoning effort would allow a project generally similar to the proposed project in terms of use, scale, and density. As no significant noise impacts are anticipated from the proposed project, no significant impacts related to noise are anticipated from the proposed rezoning of the project site.

| 6) <u>Air Quality/Climate</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| (a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation? | | | To Be Determined |
| (b) Expose sensitive receptors to substantial pollutant concentrations? | | | To Be Determined |
| (c) Permeate its vicinity with objectionable odors? | | X | |
| (d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region? | | X | X |

Construction Emissions

Demolition, excavation, grading, foundation and other ground-disturbing construction activity would temporarily affect localized air quality for up to about 36 months, causing a temporary increase in particulate dust and other pollutants.

Dust emission during demolition and earthmoving would increase particulate concentrations near the site. Dust would be expected at times to fall on surfaces located within 200 to 800 feet of the project site. Under winds exceeding 12 miles per hour (mph), localized efforts including human discomfort could occur downwind from blowing dust. Construction dust is composed primarily of larger particles that settle out of the atmosphere more rapidly with increasing distance from the source and are easily filtered by human breathing passages. About one-third of the dust generated by construction activities consists of smaller sized particles in the range that can be inhaled by humans, known as PM₁₀, although those particles are generally inert. More of a nuisance than a hazard for most people, the dust could affect persons with respiratory diseases immediately downwind of the site, as well as sensitive, unprotected electronic equipment.

While construction emissions would occur in short term and temporary phases, they could cause adverse effects on local air quality. The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has developed an analytical approach that obviates the need to quantitatively estimate emissions. BAAQMD has identified a set of feasible PM₁₀ control measures for construction activities. The project would include these measures to reduce the effects of construction activities to a less-than-significant level (see Mitigation Measure 1 on p. 39). San Francisco Ordinance 175-91, adopted by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, project contractors would obtain reclaimed water from the San Francisco Clean Water Program. Because the project would include the above mitigation measure, it would not cause significant project-specific construction-related air quality impacts. Construction of other nearby developments, to the extent that these would coincide with construction of the proposed project, would temporarily increase the amount of construction emissions. Inclusion of the BAAQMD mitigation measure would similarly be expected to result in less-than-significant cumulative construction impacts. Therefore, construction air quality impacts would be less-than-significant and the EIR will not address these effects.

Finally, the proposed rezoning of the site would allow a project generally similar to the proposed project in terms of having similar construction air quality impacts. As no significant air quality impacts from the proposed project are anticipated, no significant impacts related to construction air quality are anticipated from the proposed rezoning of the site.

Operational Traffic Emissions

Air quality impacts from the proposed project, as well as cumulative impacts related to development of the project and other projects in the vicinity, would occur due to increased traffic in the region. Region-wide emissions will be assessed in the EIR and compared to the BAAQMD's significance thresholds for regional impacts. Also of concern are CO emissions and the possibility of exceeding CO standards at congested intersections and nearby sensitive receptors, specifically neighboring residents. The impact of vehicular CO emissions on local ambient air quality will be assessed in the EIR.

Because the proposed rezoning would allow development similar in density to the proposed project, the EIR will also assess the effects of vehicular CO emissions on local ambient air quality that could result under the proposed rezoning.

Objectionable Odors

The proposed project includes primarily new residential space, and to a lesser extent, related tenant amenities, convenience retail, community facility space, and parking. These uses could require operation of natural gas-fired boilers or chillers that could emit trace quantities of toxic air contaminants, but they are not expected to have the potential to generate toxic air contaminants in substantial amounts or create objectionable odors. The proposed rezoning would allow a project that is similar to the proposed project and would also not be expected to have the potential to generate toxic air contaminants in substantial amounts or create objectionable odors. Therefore, this would be considered a less-than-significant effect and the EIR will not discuss this issue.

Wind

Wind conditions are a factor in pedestrian comfort and safety on sidewalks and in other public areas. A building that is much taller than many of the surrounding buildings can intercept and redirect winds that might otherwise flow overhead, can divert them down to ground level, and can create strong and turbulent ground-level winds. In addition to building height, factors that affect ground-level winds near a tall building are the orientation of the building's major facades to a given wind direction, the degree of architectural articulation on the building's facades, and the interactions with other nearby buildings. In intercepting and redirecting wind, a tall building also slows passing winds. The presence of many tall buildings tends to slow winds near ground level at locations well downwind of the core, although strong winds can still be created near the bases of tall buildings.

Planning Code Section 148, Reduction of Ground-Level Wind Currents in C-3 (Downtown Commercial) Districts, establishes two comfort criteria, and a hazard criterion used in analysis of wind impacts in San Francisco. The 7-miles-per-hour (mph) and 11-mph seating and pedestrian comfort criteria are based on pedestrian-level wind speeds that include the effects of turbulence; these are referred to as "equivalent wind speeds," which are speeds exceeded 10 percent of the time. The hazard criterion is an equivalent wind speed of 26 mph for a full hour, or approximately 0.0114 percent of the time, not to be exceeded more than once during the year. Therefore, project compliance with the wind comfort and wind hazard criteria of Section 148 are used as significance criteria to determine potential wind impacts of the project. Although the project site is not located in an area subject to Planning Code wind standards, the proposed project was reviewed for its potential to adversely affect ground-level winds for informational purposes, and that evaluation is summarized here.⁴

For the purposes of determining compliance with the Planning Code, proposed buildings with a height of more than 100 feet above ground are generally evaluated by wind-tunnel testing, according to a standard wind testing protocol. On the other hand, proposed buildings with a height of 100 feet or less usually have

⁴ A wind memo documenting Section 148 information, prepared by Charles Bennett, Senior Project Manager with ESA, Inc., is on file and available for review by appointment at the Planning Department, 1660 Mission Street, Suite 500, Case No 2004.0773.E.

little or no effect on the pedestrian wind environment and are generally not evaluated by wind tunnel. As the tallest proposed building would be 85 feet tall, or 15 feet shorter than that the 100-foot threshold for wind tunnel testing, it is expected that the building would have little effect on pedestrian winds,⁵ so a wind-tunnel test would not be conducted. However, whether or not a project is located in an area that is governed by Section 148, these criteria are still used to evaluate the project's environmental impact.

In general, average wind speeds in San Francisco are the highest in the summer and lowest in the winter, with the strongest peak winds occurring in winter. The highest average wind speeds occur in mid-afternoon and the lowest in the early morning. Of the 16 primary wind directions, four have the greatest frequency of occurrence as well as the make up of the majority of the strong winds; these are the northwest, west-northwest, west and west-southwest.

Important to the local wind regimes are two topographic features, which tend to redirect winds that approach the project site. The first is the valley between the Alamo Square ridge and the Buena Vista Park hill. This valley tends to redirect winds from the west through the west-northwest into west winds. The second feature is the bulk of the Alamo Square ridge where northwest winds would be increased in frequency and speed by passing over the east face of the hill. Southwest winds would pass to the south of Buena Vista Park hill with little change in speed or direction.

Based on wind-tunnel tests conducted for projects in the Western Addition and the Civic Center areas (less than a mile to the northwest and about a half-mile northeast, respectively, from the project site) wind conditions at the project site and in the vicinity can be characterized as moderate to windy.⁶ The average wind speed for existing setting sidewalk locations in the project area should be approximately 13 to 14 mph, with wind speeds ranging from 11 to 18 mph. Winds that exceed the Planning Code's pedestrian comfort criterion of 11 mph could be expected to occur at about three-quarters of the wind test points for the Western Addition and Civic Center and wind speeds of 14 mph or greater could be expected to occur at about one-third of those locations. The size and scale of the proposed project, at a maximum height of 85 feet at Laguna Street, would be similar to the other buildings in the vicinity, which range in height from about 25 feet to 80 feet. Existing buildings and structures upwind of the project would provide varying degrees of shelter from the existing winds, so the project would have varying effects, according to the directions from which the stronger winds approach the project.

Overall, because the proposed project would fill in the center of two city blocks with new buildings ranging from three to eight stories in height, with the taller buildings being located at the lower and more central portions of the project site and the shorter buildings located at the higher elevations, the proposed project would have the effect of buildings stepping down and flattening out the site. Thus, the winds would pass over the new building, instead of pooling in the center of the block as do they under existing conditions where low-lying surface parking lots are currently located. Wind conditions in the interior of the project site would benefit from the proposed in-filling of buildings, since those buildings would increase the wind sheltering on-site and lower wind speeds in areas that are now vacant or open. In addition, wind speeds along the exterior sidewalks adjacent to the project would increase by one mph or less, while wind speeds on sidewalks downwind could decrease by similarly small amounts. With the

⁵ ibid.

⁶ ibid. Based on professional experience and numerous wind tunnel tests in San Francisco

project in place, average wind speed for future sidewalk locations in the immediate vicinity would remain essentially unchanged, in the range of 13 to 14 mph.

The proposed rezoning would allow a project containing buildings with generally similar heights, massing, and placement on the project site to the proposed project and would result in similar wind effects as the proposed project. As the proposed project would have no significant change in wind speeds in the vicinity, it is anticipated that the proposed rezoning of the site would also have no significant change.

Based on the above, the proposed project and proposed rezoning would not result in significant impacts to wind effects on the project site or in the project area and no further analysis of this topic in the EIR is required.

Shadow

Section 295 of the Planning Code was adopted in response to Proposition K (passed in November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structures exceeding 40 feet unless the Planning Commission finds the impacts to be insignificant. The nearest open space in the project vicinity that is protected under Section 295 is Koshland Park, located at the corner of Buchanan and Page Streets, one half block north of the project site. The tallest building on the project site would be the approximately 85-foot openhouse building at corner of Laguna and Waller Streets. In order to determine whether the openhouse building or others proposed structures on the project site could potentially shade portions of Koshland Park, the Planning Department completed a shadow study in January, 2006. Two shadow fans (75-foot and 85-foot) were developed based on the drawings submitted by the applicant to determine the shadow impact of the project on properties protected by the Sunlight Ordinance. The fans indicate that there would be no shadow impact from the subject property on any property protected by the Ordinance. Therefore, the Department concluded that the proposed project would be in compliance with Section 295 of the Planning Code.⁷ Therefore, the proposed project would not shade Koshland Park, the nearest public park to the project site. Other open spaces in the project area include Hayes Green, Duboce Park, Rose Page Mini-Park, and Octavia Plaza. The shadow analysis conducted for the proposed project demonstrated that the proposed project shadows would not reach these open spaces and, therefore, would not cause shading beyond what is common and accepted in urban areas. No significant shadow impacts would occur. The proposed rezoning would allow a project containing buildings with similar heights and massing as the proposed project and would also result in less-than-significant impacts related to shadows. This topic will not be analyzed further in the EIR.

⁷ A shadow analysis documenting Section 295 information is on file and available for public review by appointment at the Planning Department, 1660 Mission Street.

| 7) <u>Utilities/Public Services</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| (a) Breach published national, state or local standards relating to solid waste or litter control? | — | X | — |
| (b) Extend a sewer trunk line with capacity to serve new development? | — | X | X |
| (c) Substantially increase demand for schools, recreation or other public facilities? | — | X | X |
| (d) Require major expansion of power, water, or communications facilities? | — | X | X |

The project would increase development on the site. Thus, the project would increase demand for and use of public services and utilities on the site and would increase water and energy consumption, but not in excess of the amounts expected and provided for in this area. The site is currently served by urban infrastructure and services. No need for an expansion of public utilities or public services is anticipated due to the project or due to the rezoning, which would allow a project generally similar to the proposed project in terms of use, scale, and density.

Solid Waste

According to the California State Integrated Waste Management Act of 1989, San Francisco is required to adopt an integrated waste management plan, implement a program to reduce the amount of waste disposed, and have its waste diversion performance periodically reviewed by the Integrated Waste Management Board. Reports filed by the San Francisco Department of the Environment showed the City generated 1.88 million tons of waste material in 2002. Approximately 63 percent (1.18 million tons) was diverted through recycling, composting, reuse, and other efforts while 700,000 tons went into landfill. The diversion percentage increased from 52 percent reported in 2001.

Solid waste generated in San Francisco is transported to, and disposed of at, the Altamont Landfill in Alameda County. The Altamont Landfill has a permitted peak maximum daily disposal of 11,150 tons per day and is currently operating at approximately 4,000 to 5,000 tons per day. An expansion of the landfill was approved by the county in 2000 and construction is expected to begin in 2006. This expansion will substantially increase Altamont Landfill's capacity to accommodate future waste generation by the landfill's existing clients including the City and County of San Francisco. While increased residential and commercial growth that would be made possible by the project would incrementally increase total waste generation from the City, the increasing rate of diversion through recycling and other methods would result in a decreasing share of total waste that requires deposition in the landfill. Given this, and given the expansion of Altamont Landfill anticipated to be started in 2006, the project would not result in this or any other landfill exceeding its permitted capacity, and the project and proposed rezoning would result in a less-than-significant impact. For these reasons, solid waste will not be discussed in the EIR.

Sewer and Wastewater Treatment Plant Capacity

San Francisco's wastewater collection, treatment and disposal system consists of a combined sewer system (which collects both sewer and stormwater), three wastewater treatment plants, and effluent

outfalls to San Francisco Bay and the Pacific Ocean. The collection and conveyance system consists of approximately 900 miles of underground pipes throughout the City. The City discharges approximately 87 mgd of treated wastewater during dry weather. Two of the City's treatment plants, the Southeast Water Pollution Control Plant (Southeast plant) and Oceanside Water Pollution Control Plant, operate year-round, while the third plant, the North Point Wet Weather facility, operates only during rainy periods. The Southeast plant, which serves the project area, treats all eastside sewage flows during dry weather. Treated wastewater is discharged to San Francisco Bay through a deep water outfall at Pier 80, north of Islais Creek.

When wet-weather flows exceed the capacity of the overall system, the excess is discharged from 29 combined sewer overflow (CSO) structures located along the waterfront from Fisherman's Wharf to Candlestick Point. All discharges, whether through the dry-weather outfall or the CSO structures, are operated in compliance with permits issued by the Regional Water Quality Control Board and with the U.S. EPA's Combined Sewer Overflow Control Policy.

In 2004, the SFPUC initiated a Wastewater Master Planning process to develop a long-term strategy for the management of the City's wastewater and stormwater; to address system deficiencies, community impacts, public interests, and future needs; and to maximize system reliability and flexibility. The planning process is intended to address hydraulic deficiencies, reduce and/or disinfect CSOs, redirect discharges from the Bay to the Ocean, maximize water conservation and reuse, decentralize wastewater treatment, separate sections of the combined sewer system into separate sewer and storm systems, eliminate or minimize odors, address biosolids, and incorporate innovative and environmentally-beneficial technologies. When published, the draft Master Plan will undergo separate CEQA review.

The SFPUC has already begun an interim five-year capital improvement program to, among other things, reduce the potential for on-street flooding during heavy rains that can occur in certain low-lying areas of the City. The program is aimed at reducing flood risk in many neighborhoods, upgrading treatment plants, and curbing wastewater odors at the Southeast plant. It is budgeted for \$30 million in improvements in fiscal year 2005-06. Most of the specific improvements are south of Market Street and in the southern portion of the City, where storm-related flooding has been noted. The SFPUC hopes that the interim five-year program will address some of the most urgent flooding and odor issues in the City, with more comprehensive improvements coming as part of the Wastewater Master Plan described above.

The potential for project-related increases in the volume of CSO discharges to degrade water quality would not be significant in the context of the City's compliance with existing regulatory requirements and ongoing planning efforts addressing the citywide capacity of the combined system and long-term protection of water quality and beneficial uses of San Francisco Bay.

In light of the above, impacts related to wastewater from the proposed project and proposed rezoning would be less than significant, and will not be discussed in the EIR.

Public Services

Police and Fire Protection

The project site currently receives police and fire protection and the proposed project would create additional demand for police and fire services in the area. The nearest police station is located at 630 Valencia Street, approximately seven-tenths of a mile from the project site. Two other police stations are also located near the project site at 1125 Fillmore Street (approximately one mile from the project site) and 301 Eddy Street (approximately one and a half miles away). Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on the site, the increase in responsibilities would not likely be substantial in light of the existing demand for police protection services in the Hayes Valley area.

The nearest fire station, Station 36, is located at the intersection of Oak and Franklin Streets, approximately four blocks from the project site with other nearby stations being located at the intersection of Sanchez and Fifteenth Streets (Station 6) and at Turk and Webster (Station 5). Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for fire protection services in the Hayes Valley area.

The increase in demand for fire and police services would not require the construction of new police or fire prevention facilities, and thus would not result in an associated significant impact. In addition, the proposed rezoning would allow a project of a generally similar scale and density and would also not increase the demand for fire and police services beyond the current capacity of the police and fire services in the area, and would not require the construction of new police or fire prevention facilities. For these reasons, the EIR will not discuss police or fire protection services.

Schools and Recreation Facilities

The nearest elementary school is the John Muir Elementary School at 380 Webster Street, the nearest middle school is Everett Middle School at 450 Church Street, and the nearest high school is Mission High School at 3750 18th Street. Using the citywide rate employed by the San Francisco Unified School District of 0.203 students per dwelling unit,⁸ there would be approximately 91 school age children (spread among elementary, middle, and high school) living in the proposed residential units.⁹ According to the San Francisco Unified School District, these schools currently have sufficient openings to accommodate new students residing at the project site.¹⁰ On January 19, 2006, the San Francisco Board of Education voted to close three schools, merge four schools into two campuses, and relocate five District schools. Of the schools closest to the project site, only John Muir Elementary would be affected. This school would

⁸ U.S. Dept. of Transportation Federal Transit Administration, the City and County of San Francisco, Peninsula Corridor Joint Powers Board, and San Francisco Redevelopment Agency, *Transbay Terminal / Caltrain Downtown Extension / Redevelopment Project Final Environmental Impact Statement / Environmental Impact Report and Section 4(f) Evaluation*, March 2004, p. 5-44. The school generation factor referenced in this EIR (0.203) is a generally accepted citywide rate, which is greater than the factor for the project site census tract (0.122). US Census Bureau, *Profile of Selected Social Characteristics: 2000*, Census Tract 168 , San Francisco, CA

⁹ Given that nearly two-thirds of the project units would be one-bedroom units, tending to house singles or couples without children, this number may be substantially lower than 91.

¹⁰ SFUSD website: http://portal.sfusd.edu/data/EPC/Openings_072405.pdf Accessed July 20, 2005.

be merged with John Swett Elementary at the John Muir school site.¹¹ The project population would not have an associated significant demand for schools and recreation facilities that could not be accommodated by existing facilities. In addition, the proposed rezoning would allow a project with a generally similar population as the proposed project and would not create a significant demand for schools and recreation facilities. This topic will not be discussed in the EIR.

Communication Facilities

Communication networks in San Francisco are generally owned and operated by Pacific Bell and routed underground, similar to electrical services. The proposed project would tap into these existing communication networks and the project is not expected to create a demand that would exceed the capacity of these networks. Therefore, the proposed project and proposed rezoning would not result in significant physical environmental effects due to communication demands.

| 8) <u>Biology</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| (a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species? | — | X | X |
| (b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species? | — | X | X |
| (c) Require removal of substantial numbers of mature, scenic trees? | — | X | X |

The project site was evaluated by a wildlife biologist on October 21, 2005 for the existence of special status species,¹² the potential for the site to provide habitat for special status species, the existence of potential “landmark” and “significant” trees pending adoption of revised landmark tree ordinances, and overall tree health.¹³

According to the biological assessment, no rare, threatened, or endangered species are known to exist nor were observed on the project site. The project site is in a developed urban area and does not support or provide habitat for any rare or endangered wildlife species. The project would not interfere with any

¹¹ SFUSD website: <http://portal.sfusd.edu/data/news/pdf/> accessed March 16, 2006

¹² Special-status bird species are those listed by the U.S. Fish and Wildlife Service, National Marine Fisheries Service, or California Department of Fish and Game as endangered, rare, or threatened (consistent with Section 15380 of the state CEQA Guidelines), as well as those identified by these agencies as candidates for listing and those of “special concern.” Also included are birds of prey (raptors such as eagles, hawks, falcons, and osprey, as well as owls) given special protection in California Fish and Game Code Section 3503.5.

¹³ ESA, Inc. *55 Laguna Street Biological Evaluation*. Technical memorandum prepared for AF Evans, October 26th, 2005. Memorandum is on file and available for public review by appointment at the Planning Department, 1660 Mission Street.

resident or migratory species. Fifteen common avian species were observed during the site assessment, such as robins, mourning doves, and sparrows, but none are federally or state listed (i.e. special status species). A review of bird observations from October 2004- November 2005 by the Golden Gate Audubon Society shows that of the six special-status species for California sighted within San Francisco, only the olive-sided flycatcher (species of special concern) potentially breeds in San Francisco. This species requires a dense woodland habitat and is unlikely to occur on the property (ESA, 2005).

The project site contains approximately 110 trees, inclusive of street trees.¹⁴ Of these, about 60 trees located toward the center of the site would be removed to accommodate the project. The tree trunks range in size from six-inches to 36-inches in diameter, with an average trunk diameter of eight to ten inches. These trees are generally ornamental landscape trees, such as junipers, ornamental pear, olive trees, acacia, and Canary Island date palm. Many of these ornamental landscape trees are mature, and removal of 60 trees may be considered a substantial number, but they have not been identified as scenic resources in the San Francisco General Plan, and are not currently protected by City ordinances (see discussion below). However, trees on the project site may provide nesting habitat for raptors or other special-status bird species that could be adversely affected if the trees were removed during nesting season, and if active nests were present. As described above, the project site does not provide suitable habitat for the only known special-status breeding bird in San Francisco, as they require a more dense woodland habitat than what is provided on the project site. In addition, no nests were found during the biological assessment of the site. Regardless, disturbance or destruction of nesting special-status bird habitat during the breeding season (February 1 through July 31) could potentially result in a significant impact to biological resources. Furthermore, any removal or destruction of active nests and any killing of migratory birds would violate the federal Migratory Bird Treaty Act (16USC, Section 703, 1989) and/or the California Fish and Game Code, Sections 3500-3516.¹⁵ Implementation of Mitigation Measure 2 (see p. 40) would ensure the protection of nesting birds due to tree removal would result in less-than-significant impacts on biological resources.

Potential Landmark or Significant Trees

The San Francisco Board of Supervisors recently adopted new legislation in the form of amendments to existing city ordinances which would require a special permit from the Board to remove trees designated as “landmark” trees, not only on public property, but anywhere within the territorial limits of the City and County of San Francisco including private properties.¹⁶ Under the proposed legislation, the criteria for designating a landmark tree include such considerations as age, size, shape, species, location, historical association, or visual quality. No trees on the project site are currently designated as landmark trees. There are several large, healthy trees on the project site that may be candidates for landmark designation upon further evaluation. Two Canary Island palm trees and two large fig trees located on the lower south end parking lot against Richardson Hall could have landmark significance due to their size, age, and

¹⁴ Smith & Smith Landscape Architects and Environmental Planners, *UC Berkeley Extension: 55 Laguna Hills Campus On and Off-Site Tree Identification Survey*, September 2, 2004.

¹⁵ Raptors and owls protected by Fish and Game Code Section 3503.5 are considered special-status species for the purposes of this analysis.

¹⁶ Approved amendments to the San Francisco Public Works Code, Sections 802 - 811, File No. 051458, January 17, 2006. No changes to this legislation or to the designation criteria has occurred since the amendments were approved, nor have any trees been designated as landmark trees (personal communication, Carla Short, San Francisco Bureau of Urban Forestry, with Brad Brewster, ESA, April 27, 2006).

possible cultural significance. The large Canary Palm behind Woods Hall, specifically, was called the “Sacred Palm” by former UC Extension students, and was a symbol of the student community.¹⁷ While this tree in particular may meet the landmark tree criteria for historical association and/or visual quality, the project proponents intends to keep this tree and integrate it into a new open space area, as shown in Figure 3. A number of other trees on the site that are less likely to have landmark significance but still have substantial size include five redwoods, two sycamores, a Monterey cypress, and a Chinese elm. According to the biological assessment, the overall health of the majority of trees on site is good, but several trees show signs of stress.

If one or more trees on the property were to be officially designated as “landmark” trees at some point in the future, and would be removed as part of the project, a tree removal permit from the Board of Supervisors may be required.

“Significant” trees are defined by the new legislation as being greater than 12 inches in diameter, or greater than 20 feet tall, or have a canopy greater than 15 feet, and are within 10 feet of a public right-of-way. There are approximately 27 trees on the project site that meet these criteria. If one or more trees on the property were to be officially designated as “significant” at some point in the future, and would be removed as part of the project, a tree removal permit from the Department of Public Works may be required.

The proposed rezoning of the project site would allow a similar development to the proposed project and may require the removal of a similar number of trees, resulting in potentially similar impacts to nesting birds. Therefore, implementation of Mitigation Measure 2 would also ensure that the proposed rezoning would result in less-than-significant impacts related to biological resources.

Project effects on potential landmark and significant trees, specifically, will be addressed in the EIR for informational purposes, and due to the recent and potentially changing nature of this legislation. Other project effects to biological resources would be less-than-significant, and therefore, will not be discussed in the EIR.

| 9) <u>Geology/Topography</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| (a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)? | | X | X |
| (b) Change substantially the topography or any unique geologic or physical features of the site? | | X | X |

Geologic Hazards

The General Plan’s Community Safety Element contains maps that show areas of the City subject to geologic hazards. The project site is located in an area subject to “non-structural to moderate” damage

¹⁷ San Francisco Chronicle, *Coalition Battles to Preserve Campus*, Article by Carolyn Jones, June 3, 2005.

from seismic groundshaking originated by a characteristic earthquake (Moment Magnitude 7.1) along the San Andreas fault, approximately 6 miles southwest of San Francisco, and Northern Hayward fault, approximately 12 miles northeast of San Francisco (Maps 2 and 3 in the Community Safety Element). The proposed project site is also close to a Seismic Hazards Study Zone designated by the California Geological Survey and is close to a known area of liquefaction potential.¹⁸ The project site is not in an area subject to landslide, strong groundshaking, seiche or tsunami run-up, or reservoir inundation hazards (Maps 5, 6, and 7 in the Community Safety Element).¹⁹ The project site is not in an Alquist-Priolo Earthquake Fault Zone.

A preliminary geotechnical consultation was prepared for the project site by a California licensed geotechnical engineer and is summarized here.²⁰ The project site slopes down towards the southeast; the drop in elevation from the northwest corner to the southeast corner is on the order of 80 feet. The geotechnical investigation indicates that the site is underlain primarily by fill, dune sand, sand and clay. The Franciscan Melange bedrock consists of a mixture of serpentinite, shale, and sandstone. The bedrock is completely to deeply weathered, low to moderately hard, friable to moderately strong. Bedrock was encountered between two and 27 feet below the surface, with the large variation in depth to rock likely due to previous cut and fill site grading to create the two level terraces.

Groundwater was encountered in two borings conducted in the upper and lower parking lots during a 1988 field investigation.²¹ The water level measured at 18 and 22 feet below grade and a third boring conducted in 2004 encountered groundwater at 12 feet below grade, corresponding to Elevations 123, 99, and 96 feet, respectively.

The report concludes that the project is feasible from a geotechnical standpoint and includes various recommendations for site preparation and grading, foundation design criteria, slab-on-grade floors, below-grade walls, and seismic design. A summary of the report's recommendations are provided below:

- Site Preparation and Grading; recommendations for proper site clearing, techniques for temporary and permanent slope stabilization, proper subgrade preparation, fill material and compaction recommendations, and appropriate treatments for utilities and backfill activities.
- Foundation Design Criteria; mathematical formulas to be applied to the foundation design (i.e., load-bearing criteria) depending on the various soil/subgrade types.
- Slab-on-Grade Floors; recommendations for moisture breaks and water vapor barriers to retard floor dampness.

¹⁸ California Geological Survey (Division of Mines and Geology), Seismic Hazard Zones Map, City and County of San Francisco, November 17, 2001.

¹⁹ City and County of San Francisco, *Community Safety Element, San Francisco General Plan*, April 1997.

²⁰ Treadwell & Rollo, Inc., *Preliminary Geotechnical Consultation*, 55 Laguna Street, San Francisco, CA, May 21, 2004. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in Case No. 2004.0773E.

²¹ Harding Lawson Associates, Geotechnical Investigations, Site Capacity, University of California Extension Center, 55 Laguna Street, San Francisco, California, February 4, 1988.

- Below-Grade Walls; mathematical formulas to be applied to the design of below-grade walls (i.e., load-bearing criteria) to resist lateral pressures imposed by the adjacent soils.
- Seismic Design; recommendations for the use of Zone 4 seismic design criteria in accordance with the 2001 San Francisco Building Code.

Topography

The proposed project would involve excavation for foundations typical of construction projects of its scale, and would not substantially alter the topography of the site. Seismic related construction would occur within all the existing buildings proposed for renovation, and would not alter the topography of the site.

The rezoning effort would allow a project similar to the proposed project and no impacts related to geology are anticipated as a result of the proposed rezoning.

Based on the above, the proposed project and rezoning would not have any significant effects related to geology and topography and, therefore, this topic will not be analyzed further in the EIR.

| 10) <u>Water</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| (a) Substantially degrade water quality, or contaminate a public water supply? | — | X | X |
| (b) Substantially degrade or deplete ground-water resources, or interfere substantially with groundwater recharge? | — | X | X |
| (c) Cause substantial flooding, erosion or siltation? | — | X | X |

Water Quality

The project would not substantially degrade water quality or contaminate a public water supply. The project site is almost entirely covered by impervious surfaces. The project would not increase the area of impervious surfaces on the site, and would not adversely alter the drainage pattern of the site. Sanitary wastewater from the proposed buildings and stormwater runoff from the project site would be collected and treated at the Southeast Water Pollution Control Plant prior to discharge in the San Francisco Bay. Treatment would be provided pursuant to the effluent discharge limitation set by the Plant's National Pollutant Discharge Elimination System (NPDES) permit. Therefore, neither groundwater recharge nor runoff and drainage would be affected.

Groundwater

The proposed project would include excavation to depths ranging between 12 to 20 feet. A geotechnical report conducted for the site indicated the presence of groundwater at depths between 18 and 22 feet

below the ground surface²² and a Phase I Environmental Site Assessment conducted for the site reported that one boring encountered groundwater at a depth of approximately 12 feet below ground surface.²³ Because of the shallow water table, it is possible that temporary dewatering could be necessary for this project.

Any groundwater encountered during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. Any groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this is found necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission, to reduce the amount of sediment entering the storm drain/sewer lines. The Bureau must be notified of project necessitating dewatering, and may require water analysis before discharge.

Should dewatering be necessary, the final foundation study for the project would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the foundation study would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Building Inspection would require that a Special Inspector (as defined in Article 3 of the San Francisco Building Code) be retained by the project sponsor to perform this monitoring. Groundwater monitoring wells and/or instruments would be used to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor. Oversight by the Bureau of Environmental Regulation and Management and implementation of the recommendations of the project soils engineer regarding potential dewatering during project construction would ensure no substantial adverse effects related to dewatering would occur.

Flooding, Erosion, and Siltation

The project site is almost entirely covered by structures and pavement. Therefore, the project would not substantially affect the area of impervious surface at the site or adversely alter site drainage. Because the project would be designed to meet current standards, the project could potentially improve drainage conditions on the site. Project-related wastewater and storm water would continue to flow to the City's combined sewer system and would be treated to standards contained in the City's NPDES permit for the Southeast Water Pollution Control Plant prior to discharge. During construction, requirements to reduce erosion would be implemented pursuant to the California Building Code Chapter 33, Excavation and Grading. During operations, the project would comply with all local wastewater discharge requirements.

²² Treadwell & Rollo, Inc., *Preliminary Geotechnical Consultation*, 55 Laguna Street, San Francisco, CA, May 21, 2004. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in Case No. 2004.0773E.

²³ Treadwell & Rollo, Inc., *Phase I and Limited Phase II Environmental Site Assessment*, 55 Laguna Street, San Francisco, California, September 10, 2004.

Based on the discussion above, the project would result in less-than-significant water effects and, therefore, the EIR will not include analysis of hydrology and water quality issues.

The proposed rezoning would allow a project similar to the proposed project and would involve a similar amount of impervious surfaces and would generate similar amounts of wastewater and storm water. Therefore, the proposed rezoning would also result in less-than-significant water impacts.

| 11) <u>Energy/Natural Resources</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| (a) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner? | _____ | X | X |
| (b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource? | _____ | X | _____ |

Energy and Natural Resource Use

The proposed project would include new residential units, community facility space, convenience retail, open space, and parking areas. Development of these uses would not result in the use of large amounts of fuel, water, or energy in the context of energy use throughout the City and region. The project demand would be typical for a development of this scope and nature and would comply with current State and local codes concerning energy consumption, including Title 24 of the California Code of Regulations enforced by the Department of Building Inspection. For this reason, the project would not cause a wasteful use of energy, and would have a less-than-significant impact on energy and natural resources.

The proposed rezoning would allow a project with uses similar to those of the proposed project and would have a similar demand on fuel, water, and energy, which would also comply with the current State and local codes concerning energy consumption. Therefore, the proposed rezoning of the project site would result in less-than-significant impacts on energy and natural resources.

| 12) <u>Hazards</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| (a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected? | _____ | X | X |
| (b) Interfere with emergency response plans or emergency evacuation plans? | _____ | X | X |
| (c) Create a potentially substantial fire hazard? | _____ | X | _____ |

Public Health Hazards and Hazardous Materials

Hazardous Materials Use

The proposed project would involve a residential development with some community facility and retail space that would require relatively small quantities of hazardous materials for routine household and business purposes, during project operation. Maintenance for the project may need to comply with San Francisco Health Code (SFHC) Article 21, the hazardous materials ordinance. Contractors during construction may need to get Hazardous Materials permits for storage; thresholds are 55 gallons, 500 pounds or 200 cubic feet of compressed gas. If thresholds are not met, then a disclaimer needs to be submitted. The project would likely require common types of hazardous materials, such as paints, cleaners, toners, solvents, and disinfectants. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling and disposal procedures. Most of these materials are consumed through use, resulting in relatively little waste. For these reasons, hazardous materials required for the project would not pose a substantial public health or safety hazard related to hazardous materials, and no significant impact would occur.

Site Conditions

Soils

The site has historically been occupied by institutional uses for over a century. The first building on the project site, constructed in the 1800s, was a small school house located in the southwest corner of the site that was originally part of the San Francisco Protestant Orphan Asylum. By the turn of the nineteenth century, a larger San Francisco Protestant Orphan Asylum was constructed on the northwest corner of the project site. By 1913, the school house became associated with the State Normal School. In 1924, the San Francisco State College acquired the project site and began constructing the existing buildings and parking lots, completing them by 1935. By 1967, the site had been acquired by the University of California Extension School (the present owners). The last building to be constructed on the site was the dental clinic in the 1970s.

A government records search was conducted as part of the Phase I and Limited Phase II site assessments in order to identify potential sources of hazardous substances that may affect the soil and/or groundwater quality at the project site.²⁴ The project site is referenced in three hazardous materials databases. Small quantities of photo chemicals and photo processing waste were previously generated in a former darkroom and were recycled. No records were found in the San Francisco Department of Public Health (DPH) and San Francisco Fire Department (SFFD) files regarding fuel or hazardous material uses or releases at the project site.

Public files were also reviewed for sites in proximity to the project site that were in an up-gradient or cross-gradient direction of groundwater flow to the project site to evaluate the potential for these sites to affect the conditions at the project site. Leaking underground storage tanks (LUST) were reported at 300 Buchanan Street (to the west across Buchanan Street from the project site), 364 Haight Street (approximately one-half block west of the project site), and 55 Hermann Street (to the south across

²⁴ Treadwell & Rollo, Inc., *Phase I and Limited Phase II Environmental Site Assessment, 55 Laguna Street, San Francisco, California*, September 10, 2004.

Hermann Street from the project site). All of the LUSTs reported on these sites have been removed and remedial action completion certifications were granted by DPH for 300 Buchanan, 364 Haight Street, and 55 Hermann Streets and case closures with no further actions required were granted for all the above sites. The potential for these cases to affect the environmental conditions at the project is considered minimal because groundwater was not affected and/or due to the distance/slope of the leak from the project site.

A Limited Phase II Environmental Site Assessment was also conducted for the project site in order to assess the presence of regulated chemical compounds in the soil on the project site. The analytical results of the near surface soil samples collected from eight shallow borings drilled throughout the project site indicated very low levels of motor oil and diesel. Most metal concentrations were within normal background ranges found in the western United States, except for one boring in which an elevated total lead concentration of 350 mg/kg was detected. Serpentinite encountered in some borings contained natural asbestos fibers, which may be a health risk when airborne (of the asbestos concentration in the samples; however only one sample out of 10 of serpentinite tested as part of the Phase II investigations contained asbestos with a concentration of less than one percent by weight).

Because of elevated concentrations of lead and asbestos detected at the project site, a soil management plan (SMP) and a Health and Safety Plan (HSP) would be required prior to construction for use during site excavation to reduce worker and public exposure to these compounds. This requirement has been incorporated into the project as Mitigation Measure 3 (see page 41). SMPs and HSPs are monitored and regulated by DPH. The SMP would include a soil-handling plan that segregates Class I from Class II or III fill material and isolates fill material from the underlying native soil. The HSP would outline proper handling procedures and health and safety requirements to minimize worker and public exposure to hazardous materials during construction. During construction, on-site observation of soil stockpiling and sample collection should be performed for a more focused disposal characterization of the soil schedule for off-site disposal. The project sponsor has agreed to follow the recommendations of the Phase I and Limited Phase II environmental site assessment prepared for the project, which has been reviewed by DPH for accuracy. As part of their review, DPH requested an earlier and more detailed site characterization report that was completed by Harding Lawson in 1988.²⁵ After review of all project site materials, DPH stated that an SMP would be required for the site due to asbestos levels in serpentinite rock, and that the SMP should include characterization of soil for disposal since lead levels exceed the level of 350 ppm for the Class I disposal.²⁶ As described above, a requirement for an SMP has been incorporated into the project as Mitigation Measure 3 (see page 41). DPH also requested that the project sponsor fill out a voluntary remedial action program application. To date, the application has been filled out and submitted to DPH by the project sponsor. In a subsequent letter, DPH had some additional concerns related to soil boring locations and depths, as well as additional soils testing as part of the SMP.²⁷ These concerns were addressed by correspondence between Treadwell & Rollo and DPH, which

²⁵ Email from Stephanie Cushing, DPH, to Nannie Turrell, San Francisco Planning Department, Re: 55 Laguna, August 9, 2005.

²⁶ Email from Stephanie Cushing, DPH, to Rana Ahmadi, San Francisco Planning Department, Re: 55 Laguna, August 18, 2005.

²⁷ Letter from Rajiv Bhatia, DPH, to Rana Ahmadi, San Francisco Planning Department, Re: Development at 55 Laguna, March 22, 2006. .

stated that analytical soils testing could occur at a later date as part of the required SMP, and that the project is in the Voluntary Cleanup Program (VCP) with DPH.²⁸

The project site falls outside the boundary of the City and County of San Francisco Ordinance 253-86 (Maher Ordinance) and would not be under the jurisdiction of this ordinance.²⁹

Hazardous Building Materials

In 2004, an asbestos assessment of the existing buildings on the project site was conducted.³⁰ A licensed asbestos inspector collected 74 Asbestos Containing Materials (ACM) samples and 17 samples of paint. The samples were sent to Micro Analytical Laboratories for analysis. According to the letter, ACM was found in Richardson Hall and Woods Hall and Woods Hall Annex, but no ACM were found in Middle Hall. The letter recommends removal and disposal of regulated asbestos-containing materials (RACMs) if they would be impacted by the demolition and/or renovation plans.

The existing structures on the project site that would be renovated or demolished as part of the proposed project were constructed between 1924 and 1935, with numerous later interior renovations. In the past, asbestos, polychlorinated biphenyls (PCBs), and lead were commonly installed in such materials as fire proofing, floor tiles, roofing tar, electrical transformers, fluorescent light ballasts, and paint. Mercury is common in electrical switches and fluorescent light bulbs. Therefore, some of the buildings on the site may contain hazardous materials, such as asbestos, PCBs, lead, mercury, or other hazardous materials. If such hazardous materials exist in a building when it is demolished or renovated, they could pose hazards to workers, neighbors, or the natural environment.

As indicated by the asbestos assessment, ACM has been found within the existing structures on site, some of which are proposed to be demolished as part of the project. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/ altered including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects

²⁸ email from Peter Cushing, Treadwell & Rollo, to Stephanie Cushing, DPH, *Re: 55 Laguna*. May 1, 2006.

²⁹ The Maher Area encompasses the area of the City bayward of the original high tide line, where past industrial uses and fill associated with the 1906 earthquake and bay reclamation often left hazardous waste residue in soils and groundwater. The Ordinance requires that soils must be analyzed for hazardous wastes if more than 50 cubic yards of soils are to be disturbed.

³⁰ Acumen Industrial Hygiene, Inc., Letter to Peter Cusack at Treadwell & Rollo, Inc, environmental and geotechnical consultants for the project sponsor, regarding an asbestos and lead survey at 55 Laguna Street, October 15, 2004. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in Case No. 2004.0773E

asbestos removal operations. In addition, the BAAQMD will inspect any removal operation for which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 sf or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest that details the hauling of the material from the site and the disposal of it. Pursuant to California law, the DBI would not issue the required permit until the applicant has complied with the notice requirements described above. These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos would be reduced to a level of insignificance.

Regarding lead paint, the report concludes that of the 17 samples of lead paint collected, all but two of them contained lead paint. Work that could result in disturbance of lead paint must comply with Section 3407 of the San Francisco Building Code, Work Practices for Lead-Based Paint on Pre-1979 Buildings and Steel Structures.

Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Section 3407 requires specific notification and work standards, and identifies prohibited work methods and penalties. (The reader may be familiar with notices commonly placed on residential and other buildings in San Francisco that are undergoing re-painting. Generally affixed to a drape that covers all or portions of a building, these notices are a required part of the Section 3407 notification procedure.)

Section 3407 applies to the exterior of all buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces, unless demonstrated otherwise through laboratory analysis), and to the interior of residential buildings, hotels, and childcare centers. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the HUD Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbances or removal of lead-based paint. Any person performing work subject to the ordinance shall, to the maximum extent possible, protect the ground from contamination during exterior work; protect floors and other horizontal surfaces from work debris during interior work; and make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work. Clean-up standards require the removal of visible work debris, including the use of a High Efficiency Particulate Air Filter (HEPA) vacuum following interior work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated work area of the proposed project. Prior to commencement of

work, the responsible party must provide written notice to the Director of DBI of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present, whether the building is residential or nonresidential, owner-occupied or rental property, and approximate number of dwelling units; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance with DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures by the San Francisco Building Code would ensure that potential impacts of demolition and renovation, due to lead-based paint, would be reduced to a level of insignificance.

Other potential hazardous building materials such as potentially PCB-containing electrical equipment or fluorescent lights could pose health threats for demolition workers but would be mitigated by abatement as necessary.

Fire Hazards

The City of San Francisco ensures fire safety primarily through provisions of the Building Code and Fire Code. The final building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department, as well as the Department of Building Inspection, to ensure conformance with these provisions. The project would conform to these standards, which (depending on building type) may also include development of an emergency procedures manual and an exit drill plan. In this way, potential fire hazards would be mitigated during the permit review process. Therefore, these issues would not result in a significant effect and will not be analyzed in the EIR.

As a result of implementing the regulations discussed above, potential health and safety issues related to building contamination, soil contamination, emergency procedures, fire hazards, and remediation would be reduced to less-than-significant levels. Therefore, hazards issues do not require further analysis and will not be discussed in the EIR.

The proposed rezoning would involve construction of a similar project on the site and would require implementation of the same regulations and compliance discussed above. Therefore, hazards issues would be reduced to less-than-significant levels under the proposed rezoning and no further analysis would be required.

| 13) <u>Cultural</u> – Could the project: | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------------|-----------|------------------|
| (a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific Study? | — | X | X |
| (b) Conflict with established recreational, educational, religious or scientific uses of the area? | — | X | X |
| (c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code? | To Be Determined | | |

Archaeological Resources

An archaeological research design and treatment plan (ARDTP) was prepared for the proposed project in anticipation of ground-disturbance on the project site.³¹ While there are no known archaeological resources on the project site, the report identified a number of potential resources which may be discovered during project construction. Potential subsurface archaeological resources within the project site include prehistoric Native American cultural deposits and/or human remains, refuse from the Protestant Orphan Asylum (1854 – c. 1919), and refuse from the San Francisco State Normal School (1880 – 1920). Such resources, if they exist within the project site, could yield information important to California prehistory or history, and would therefore qualify for listing in the California Register of Historic Resources (CRHR). As the proposed project would excavate between 12-20 feet deep for the construction of the underground garages, removing approximately 35,650 cubic feet of soil, it is possible that such resources, if they exist, could be damaged or destroyed. Damage or destruction of significant archaeological resources would be a significant impact under CEQA. As such, Mitigation Measure 4 on page 41 has been incorporated into the project to protect such resources, if they exist, during project construction.

The proposed rezoning would involve construction of a similar project on the site and would require implementation of the same mitigation as identified for the proposed project. Therefore, archaeological impacts of the proposed rezoning would be reduced to less-than-significant levels with mitigation and no further analysis is required.

Architectural Resources

The project site contains four buildings that were built between 1924 and 1935, including Richardson Hall, Woods Hall, Woods Hall Annex, and Middle Hall. These buildings have been the subject of a Draft Historic Resources Evaluation (HRE) that analyzes the potential historical and architectural significance of these buildings.³² The HRE suggests that some of the buildings may be eligible for listing in the

³¹ Archeo-Tec, *Final Archaeological Research Design and Treatment Plan for the Laguna Hill Project, San Francisco, California*, July 2005.

³² Page & Turnbull, *U.C.B Laguna Extension Campus, San Francisco, California, Draft Historic Resources Evaluation Report* December, 2005.

National Register of Historic Places, and are thus considered to be historic resources under CEQA (*CEQA Guidelines* Section 15064.5). The proposed project would demolish Middle Hall and the administration wing of Richardson Hall, and would alter the remaining portion of Richardson Hall, Woods Hall, and Woods Hall Annex. The project would also construct new buildings immediately adjacent to the older buildings, which could affect their setting if the new construction was architecturally incompatible with the older buildings. Therefore, demolition or substantial alterations of historic resources, such that they would no longer qualify as such, would be a significant impact on the environment and the EIR will analyze the effects of the proposed project on architectural resources.

The proposed rezoning would allow a residential development that could also affect the existing buildings on the project site, therefore, the EIR will address the effects of the proposed rezoning on these historic resources.

D. MITIGATION AND IMPROVEMENT MEASURES

| | <u>Yes</u> | <u>No</u> | <u>N/A</u> | <u>Discussed</u> |
|---|------------|-----------|------------|------------------|
| 1) Could the project have significant effects if mitigation measures are not included in the project? | — | — | — | X |
| 2) Are all mitigation measures necessary to eliminate significant effects included in the project? | — | — | — | X |

Mitigation measures necessary to focus topics out of the EIR are identified herein. The following mitigation measures relate to topics determined to require no further analysis in the EIR. The EIR will contain a mitigation chapter describing these measures, and measures that would be, or could be, adopted to reduce significant adverse effects of the project, identified in the EIR.

The project sponsor has agreed to implement the following mitigation measures that are necessary to avoid potential significant effects as identified in this Initial Study.

Mitigation Measure 1 – Construction Air Quality

To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray the project site with water during demolition, excavation and construction activities; sprinkle unpaved exterior construction areas with water at least twice per day, or as necessary; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition excavation and construction at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. All paved access roads, parking area, and any paved areas used for staging shall be swept daily.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing

specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 2 – Avian Survey

The project sponsor shall complete all demolition activities, including ground clearing, grading, and removal of trees or shrubs, during the non-breeding season (August 1 through January 31). If this is determined to be infeasible, a qualified wildlife biologist shall conduct preconstruction/demolition surveys of all potential special-status bird nesting habitat in the vicinity of the buildings to be demolished no more than two weeks in advance of any demolition activities that would commence during the breeding season (February 1 through July 31). Depending on the survey findings, the following actions shall be taken to avoid potential adverse effects on nesting raptors and other nesting birds:

1. If active nests of special-status birds are found during the surveys, a no-disturbance buffer zone shall be created around active nests until a qualified biologist determines that all young have fledged. The size of the buffer zones and types of construction activities restricted within them shall be determined through coordination with the California Department of Fish and Game (CDFG), taking into account factors such as the following:
 - a. Noise and human disturbance levels at the project site and the nesting site at the time of the survey and the noise and disturbance expected during the construction activity;
 - b. Distance and the amount of vegetation or other screening between the project site and the nest;
 - c. Sensitivity of individual nesting species and behaviors of the nesting birds.
2. If preconstruction/demolition surveys indicate that no nests of special-status birds are present or that nests are inactive or potential habitat is unoccupied, no further mitigation is required.
3. Preconstruction/demolition surveys are not required during the non-breeding season (August 1 through January 31) for demolition activities including ground clearing, grading, and removal of trees or shrubs.
4. Furthermore, demolition and/or construction activities commencing during the non-breeding season and continuing into the breeding season do not require surveys (as it is assumed that any breeding birds taking up nests would be acclimated to project-related activities already under way). However, if trees and shrubs are to be removed during the breeding season, the trees and shrubs shall be surveyed for nests prior to their removal, according to the survey and protective action guidelines 1a though 1c, above.
5. Nests initiated during demolition or construction activities are presumed to be unaffected by the activity, and a buffer is not necessary.
6. Destruction of active nests of special-status birds and overt interference with nesting activities of special-status birds shall be prohibited.

7. Trees and shrubs that have been determined to be unoccupied by nesting special-status birds may be removed as long as they are located outside of any buffer zones established for active areas.

Mitigation Measure 3 – Hazards

The project sponsor shall prepare and implement a Soil Management Plan (SMP) and a Health and Safety Plan (HSP), both of which are described below.

1. Potential hazards to construction workers and the general public during demolition and construction shall be mitigated by the preparation and implementation of a site-specific soil management plan (SMP). Additional testing of site soils will be performed, and the analytical results will be included in the plan. Specific information to be provided in the plan would include soil-handling procedures that segregate Class I from Class II or III fill material and isolate fill material from the underlying native soil. The plan would also include procedures for on-site observation and stockpiling of excavated soils during construction, soil sampling for focused waste classification purposes, and legal disposal at an appropriate disposal facility. In the event that the soil were characterized as a hazardous waste according to State or Federal criteria, the soil shall be disposed of at a Class I disposal facility. Soil classified as a non-hazardous waste could be disposed of at a Class II or III disposal facility in accordance with applicable waste disposal regulations.
2. Potential hazards to construction workers and the general public during demolition and construction shall be mitigated by the preparation and implementation of a site-specific health and safety plan (HSP). The health and safety plan shall meet the requirements of federal, state and local environmental and worker safety laws. Specific information to be provided in the plan includes identification of contaminants, potential hazards, material handling procedures, dust suppression methods, personal protection clothing and devices, controlled access to the site, health and safety training requirements, monitoring equipment to be used during construction to verify health and safety of the workers and the public, measures to protect public health and safety, and emergency response procedures.

Mitigation Measure 4 – Archaeology

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with, a) the project archaeological research design and treatment plan (*Archeo-Tec, Final Archaeological Research Design and Treatment Plan for the Laguna Hill Project, San Francisco, California, July 2005* at the direction of the Environmental Review Officer (ERO), and b) in instances of any inconsistency between the requirements of the project archaeological research design and treatment plan and of this archaeological mitigation measure, the requirement of the latter shall

prevail. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in CEQA Guidelines Sections 15064.5 (a) and (c).

Archeological Testing Program. The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- a. The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- b. A data recovery program shall be implemented, unless the ERO determines that the archaeological resources is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program. If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils- disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;

- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program. The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.

- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

E. ALTERNATIVES

The EIR will analyze alternatives to the proposed project that would reduce or eliminate any significant environment effects. At a minimum, these alternatives will include a No Project Alternative and a Preservation Alternative that would retain all identified historic buildings on site and the existing Public (P) zoning classification, while allowing limited new in-fill construction. The possible selection of an additional alternative for evaluation would be guided by the EIR's analysis of significant environmental impacts.

F. OTHER

Yes No Discussed

Require approval and/or permits from City Departments other than Planning Department or Department of Building Inspection, or from Regional, State, or Federal Agencies?

X _____ X

A summary of the permit approvals required from other agencies is provided in Section I of this Initial Study.

E. MANDATORY FINDINGS OF SIGNIFICANCE

Yes No Discussed

- 1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history? X _____ X
- 2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? _____ X X
- 3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.) X _____ X
- 4) Would the project cause substantial adverse effects on human beings, either directly or indirectly? _____ X X

The proposed project has the potential to eliminate important examples of California history through the demolition and/or renovation of potentially eligible historic buildings and subsurface excavation. Project-generated traffic may also contribute to existing traffic congestion in the vicinity that may be cumulatively considerable. The EIR will address both of these issues. The proposed project does not have the potential to achieve short-term, to the disadvantage of long-term, environmental goals, or cause substantial adverse effects on human beings, either directly or indirectly. These issues will not be addressed in the EIR.

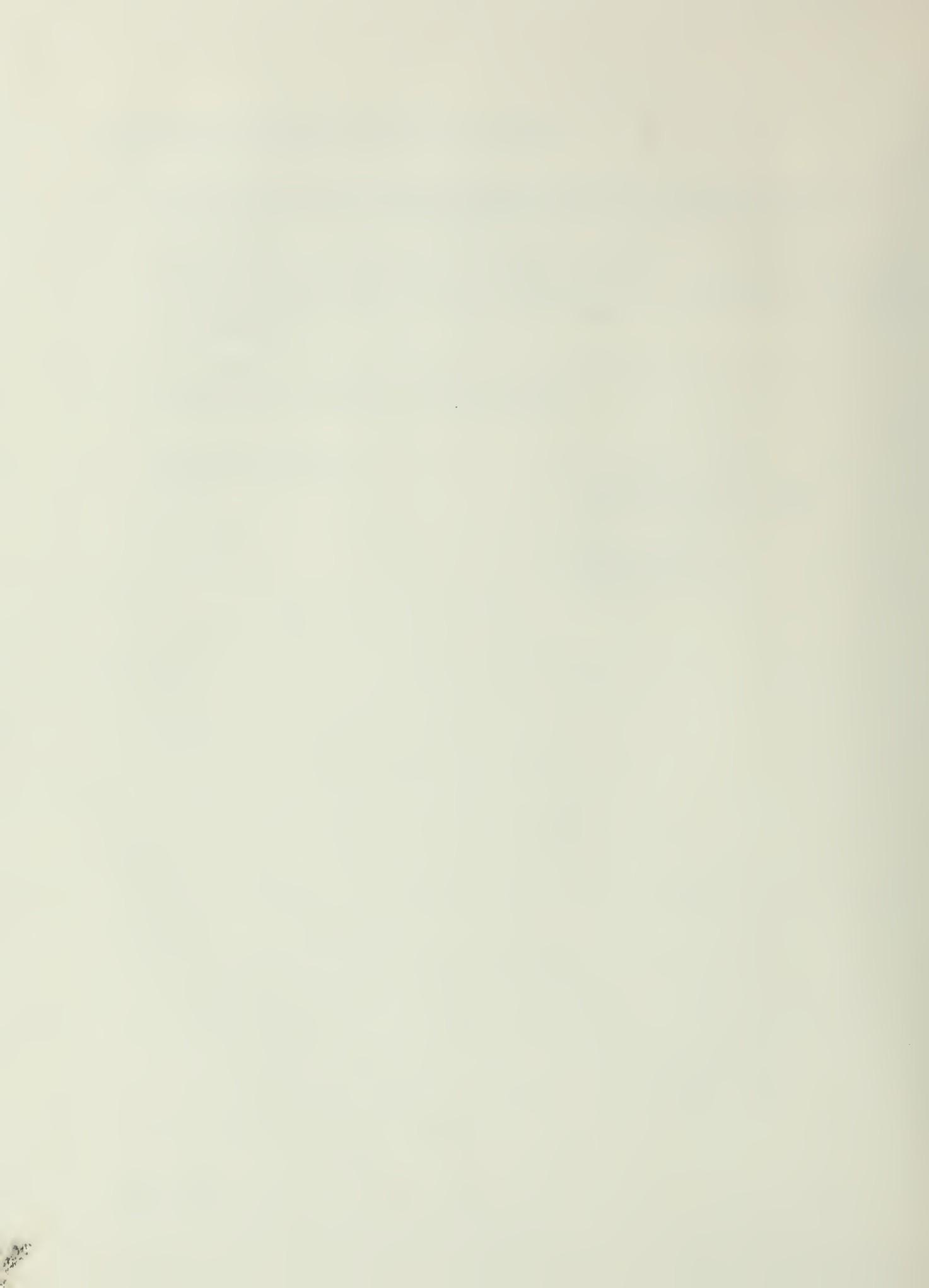
F. ON THE BASIS OF THIS INITIAL STUDY

- I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.
- I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers ___, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

May 5, 2006
Date

~~PAUL E. MALTZER
Environmental Review Officer
for
DEAN L. MACRIS
Director of Planning
Planning Department~~

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